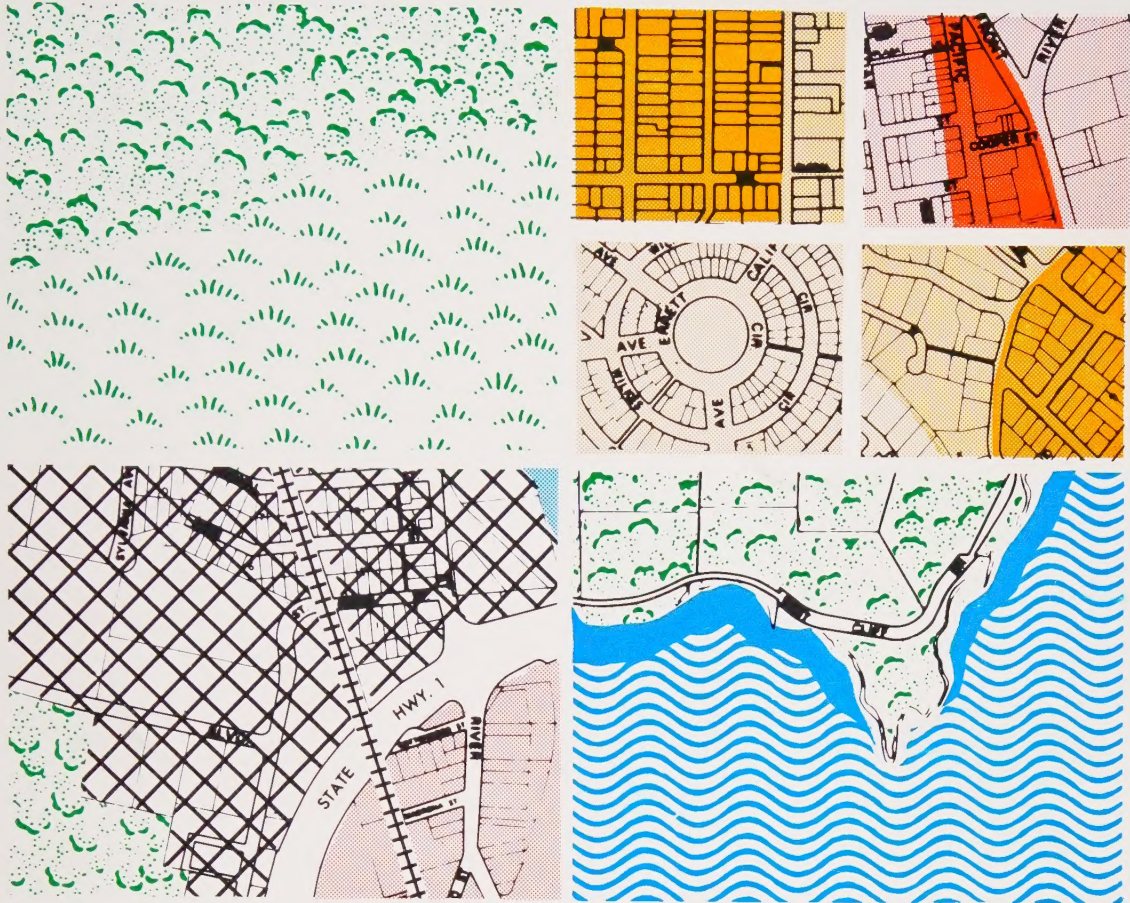


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GENERAL PLAN




City of Santa Cruz 1990

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RESOLUTION NO. NS-13,713

RESOLUTION OF THE CITY COUNCIL OF THE CITY OF
SANTA CRUZ ADOPTING AN AMENDMENT TO THE GENERAL
PLAN FOR THE FUTURE DEVELOPMENT OF THE CITY OF
SANTA CRUZ

WHEREAS, the City of Santa Cruz recognizes the need for a General Plan by which to guide the future growth development of the City; and

WHEREAS, Section 65300 of the Government Code of the State of California requires the preparation and adoption of a comprehensive general plan for the physical development of the City and its environs; and

WHEREAS, the City Council of the City of Santa Cruz has provided the direction for revising the General Plan for the City of Santa Cruz by appointing a General Plan Committee for the express purpose of exploring land use issues and developing general plan alternatives; and

WHEREAS, the City Planning Commission of the City of Santa Cruz accepted the General Plan Committee's Report and considered it thoroughly in preparing the proposed 1990 General Plan for the City of Santa Cruz; and

WHEREAS, the proposed 1990 General Plan has been prepared with the inclusion and continuing consideration of the California Coastal Act Policies; and

WHEREAS, the citizens of the City of Santa Cruz adopted Ordinance No. 79-8A, an initiative which enacted greenbelt and low-growth general plan policies and the policies contained therein are incorporated into the proposed 1990 General Plan; and

WHEREAS, the City Planning Commission of the City of Santa Cruz on September 6, 1979, and on September 20, 1979, held public hearings on the proposed General Plan as required by law; and

WHEREAS, following due discussion and deliberation of the General Plan and the comments, suggestions, and objections submitted by interested persons and agencies, the City Planning Commission

considered the draft Environmental Impact Report on the 1990 General Plan for the City of Santa Cruz and found it to be in compliance with the California Environmental Quality Act, and found that any significant impacts outlined in the Report will be adequately mitigated or that there are over-riding considerations to render such impact acceptable; and

WHEREAS, the Planning Commission of the City of Santa Cruz on the 20th day of September, 1979 did recommend the adoption of said proposed 1990 General Plan to supercede the 1964 General Plan and General Plan Map, and the 1971 General Plan Policy bases, and to amend the housing, conservation, open space, seismic safety, noise, scenic highways, and safety element to include those policies contained in said proposed 1990 General Plan that bear relation to said elements, and to delete those policies and said elements that conflict with the policies contained in the 1990 General Plan; and

WHEREAS, this Council did hold a public hearing on said proposed General Plan and on the draft Environmental Impact Report; and

WHEREAS, after due discussion and deliberation of said Environmental Impact Report, proposed General Plan, and the comments, suggestions and objections elicited at said public hearing, this Council did, on December 18, 1979, propose modifications to the proposed plan; and

WHEREAS, on December 20, 1979, the Planning Commission of the City of Santa Cruz did consider the proposed modifications, and recommended the proposed General Plan as modified for adoption by the City Council;

NOW, THEREFORE, BE IT RESOLVED by the City Council of the City of Santa Cruz as follows:

1. That this Council has reviewed and considered the information in the Environmental Impact Report and that the Environmental Impact Report has been completed in conformity with the requirements of the California Environmental Quality Act and of the State and City Guidelines;

2. That this Council finds that the significant adverse environmental impact identified in the Report will be adequately mitigated or that there are over-riding considerations that render such impacts acceptable;

3. That the proposed 1990 General Plan, as modified, be and it is hereby adopted to completely supercede the 1964 General Plan and 1964 General Plan Map, and the 1971 Policy Basis, and to amend the housing, conservation, open space, seismic safety, noise, scenic highways, and safety element to include those policies contained in said 1990 General Plan that bear relation to said elements, and to delete those policies in said element that conflict with the policies contained in the 1990 General Plan.

PASSED AND ADOPTED this 8th day of January, 1980
by the following vote:

AYES: Councilmember - Muhly, Van Allen, Mellis, Rotkin, Edler, Ghio;
Mayor Mahaney
NOES: Councilmember - None
ABSENT: Councilmember - None
DISQUALIFIED: Councilmember - None

APPROVED


MAYOR

Attest

Jeanne Belshis
Deputy City Clerk

CITY COUNCIL

John G. Mahaney, M.D. - Mayor

Joseph Ghio
Lawrence Edler
Spiro Mellis
Louis B. Muhly
Michael Rotkin
Bruce Van Allen
Carol De Palma*
Sally Di Girolamo*
James Hammond*
Charlotte Melville*

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Rodney R. Atchison, City Attorney
Norma Hislop, City Clerk
Robert J. Shepherd, Director of Finance
Charles K. Atkins, Director of Libraries
Paul Thiltgen, Director of Parks and Recreation
Wilson H. Fieberling, Director of Public Works and City Engineer
Morris L. Allen, Director of Water Department
Kent Rice, Personnel Director

* Past Members

ACKNOWLEDGEMENTS

Many persons and groups contributed to the preparation for adoption of the General Plan. In addition to the City Planning Commission, other city commissions and committees provided valuable information and commentary:

Historic Preservation Commission	Doni Tunheim, Chair
Housing Advisory Committee	Robert E. Semas, Chair
Off-Street Parking Commission	John Huffman, Chair
Parks and Recreation Commission	Carol Kreppel, Chair
Traffic Advisory Committee	James R. Helmer, Chair
Water Commission	Lorette M. Wood, Chair

The technical work for the General Plan was primarily done by the Santa Cruz Planning staff:

Stephen S. Russell	Senior Planner, Project Manager
William J. Raffo	Associate Planner, Project Planner
Nick Kazonis	Associate Planner
Charles Eadie	Associate Planner
Carole G. Nelson	Associate Planner
Jane Zimmerman	Planning Aide
Leah Hernikl	Graphics
Robert A. Bennett	Graphics

The staff and citizens who were involved in the General Plan on an ongoing basis were helped in their tasks by the entire Planning and Community Development department staff. The community development division provided input from the perspective of planners involved in the daily development process; the administrative clerical section provided the support necessary to see the General Plan in its final form.

Other city staff provided background information and support for the preparation of the General Plan:

Neal R. Anderson	Associate City Attorney
Larry L. Erwin	Assistant Director of Public Works
James R. Helmer	Traffic Engineer
John H. McGuire	Superintendent Water Engineering Operations
Richard Bunnell	Superintendent of Recreation

A significant portion of the General Plan effort addressed the California Coastal Act. The following city and Coastal Commission staff ensured Coastal Act policy consideration and incorporation in the General Plan preparation:

City Staff

DeWayne Guyer	Senior Planner
William J. Raffo	Associate Planner
Kent Seacrest	Planning Technician
Laura Perry	Planning Aide

Central Coast Regional Coastal Commission Staff

Edward Y. Brown	Executive Director
Michael Miller	Chief Planner
Dave Loomis	Regional Coordinator

Most importantly, the General Plan could not have been realized without the participation of the citizens of Santa Cruz, groups and organizations who contributed their time and energy over the many months of the General Plan's preparation.

CITY OF SANTA CRUZ

GENERAL PLAN

1990

JANUARY 1980

CITY OF SANTA CRUZ
GENERAL PLAN
1990

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GENERAL PLANNING IN SANTA CRUZ

INTRODUCTION

At nearly every meeting of the City Planning Commission or the City Council, decisions are made which influence the future of the City. These decisions may include changes in zoning, approval of a large development, or the spending of funds for a public improvement. What is the basis for these decisions? Do they relate to one another? Does each decision make for a better community? Many times communities make decisions without a common frame of reference or objective. A decision made one night may contradict a decision made at a previous meeting — perhaps cancelling its effectiveness.

The General Plan is an expression in words and maps of how the community would like to change over time. It is a policy statement of the community's intentions. It is a portrayal of the city in the future, to be used as a point of reference for official decisions. It also is intended to ensure that public efforts will be coordinated in developing an even better city in the future.

To fulfill these functions, the General Plan must be a "multi-year plan" looking ahead as far as reasonably accurate forecasts will permit; it must be "comprehensive," including all major physical elements, public and private; and it must be "general," providing for flexibility by showing approximate sizes, locations and intensities of future land uses.

The 1990 City of Santa Cruz General Plan is a "multi-year plan"; it represents a realistic time frame of ten years for projecting and planning change. To put the plan's time frame into perspective, we can look back ten years to 1970 and see that decisions made since then have helped shape our community. In the same way, the decisions we make today can help shape what our community will be in 1990.

The 1990 General Plan is "comprehensive" in nature, attempting to address the physical, social and economic concerns and interests raised during the General Plan revision process by the participating groups, committees, and individuals in Santa Cruz. It avoids being a single-purpose document by trying to deal fairly with all city issues, thereby becoming a plan that reflects the desires of the people who live in Santa Cruz today.

The 1990 General Plan is "general," providing direction for planning decisions and the opportunity for revision as community values and circumstances change, and as local, state or national trends or events affect the activities of the community. The plan reflects thoughtful, yet "general" direction for future land use, but makes no pretense that its direction is unalterable. Its effectiveness will be dependent upon implementation of plan policies and programs as well as periodic plan review and update.

GENERAL PLAN ELEMENTS

State law requires that each local jurisdiction prepare and adopt a General Plan. A General Plan is a blueprint for future city development and consists of nine required elements, each addressing a specific planning subject area.

The land use and the circulation elements were the first General Plan elements and have been required by state law since 1957. The Housing Element became a requirement in 1969 and, during the early 1970s, state law was modified to include requirements for six additional elements: conservation, open space, noise, seismic safety, scenic highways, and safety. Each of these elements is designed to address specific city problems and to provide policy direction that deals with such problems.

The City of Santa Cruz has met the state requirements by adopting all nine General Plan elements. The basic elements of land use and circulation were adopted in 1964, and the General Plan policy was amended in 1971 with the adoption of the Policy Basis of the Planning Program. The Housing and Open Space Conservation elements were adopted in 1973-1974. The remaining elements were adopted in 1976. The preparation and adoption of each element was completed on an individual basis, in response to evolving state planning law. In addition, the City has adopted a parks plan and an historic preservation plan to address unique Santa Cruz land use concerns. The 1976-1979 General Plan revision has been a comprehensive approach to considering and revising all General Plan elements.

Table 1 shows how the 1979 General Plan incorporates the policy direction contained in each General Plan element. It also shows when each element was adopted.

THE GENERAL PLAN REVISION PROCESS

The 1990 City of Santa Cruz General Plan is the direct result of two citizen efforts to establish a land use policy for the years 1979-1990. The first effort was a three-year process conducted by the General Plan Committee, City Planning Commission, and City Council. This process included issue identification, alternative plan preparation, and extensive citizen involvement in the plan's preparation. The second effort was a citizen initiative that established an acceptable range for the city's future growth rate, and identified lands surrounding the City that will be maintained in open space uses until 1990.

1. THE THREE-YEAR PROCESS

The General Plan revision process began in early 1976, with the appointment of a citizen committee by the City Council. The committee's task was to recommend to the City Planning Commission a General Plan that would guide city land use decisions through 1990. For eighteen months, the General Plan Committee (GPC) worked systematically to identify planning problems, suggest a wide range of solutions, and develop three alternative General Plans. Their greatest resource was citizen participation, which they strongly sought and encouraged through a speakers' bureau, community forums, information tables, an exhibit at the Spring Fair and, with the help of the news media, a talk show and front-page newspaper articles.

Throughout the process, the General Plan Committee also required and received information reports on all aspects of city planning, including population and employment projections, neighborhood land use, street classification, public transit ridership and programs, commercial and industrial land uses, public facilities, and annexation procedures, costs, and considerations.

TABLE 1
GENERAL PLAN ELEMENTS

		Land Use	Circulation	Housing	Conservation	Open Space	Seismic Safety	Noise	Scenic Highways	Safety	Parks Plan	Historic Preservation Plan
Required by the State		*	*	*	*	*	*	*	*	*		
Adopted by the City		'64 & '71	3/64	1/74	12/73	12/73	7/76	7/76	7/76	7/76	3/73	9/74
SUBJECT AREAS ADDRESSED IN THE 1990 GENERAL PLAN	Community Form and Size	*		*	*	*						
	Natural Resource Management	*			*	*	*	*	*	*	*	
	Community Design	*	*	*	*	*		*	*			*
	Residential Opportunities	*	*	*	*	*		*				
	Economic Opportunities	*	*		*	*						
	Transportation and Public Facilities	*	*	*	*		*	*	*	*	*	

The General Plan Committee concluded its work in November 1977, when it made its recommendation to the City Planning Commission. At that time, it presented three General Plan alternatives (one of which was recommended by the majority of the GPC), a list of five key land use issues that the GPC felt required special attention from the Planning Commission, and all the background and supporting information that was generated throughout the GPC's General Plan revision effort.

The City Planning Commission (CPC) continued the task of revising the General Plan by focusing its attention on the five key planning issues identified by the GPC — what to do about Mission Street/Soquel Avenue, water supply, Live Oak annexation, housing densities, and Pogonip annexation and development — and by concentrating its efforts on modifying to the extent it felt necessary the GPC's recommended General Plan. The Planning Commission followed the GPC's lead in encouraging citizen involvement by making each of the study sessions open to public discussion. After six months of intensive work, the Planning Commission made a preliminary recommendation to the City Council on the General Plan including the five key issues central to the General Plan's composition and policy direction.

The City Council received the Planning Commission's recommendations through a series of joint GPC, CPC, and Council study sessions. At these meetings, the General Plan revision process and content of the recommended plan were thoroughly discussed. At the completion of the joint meetings, the City Council held five study sessions to accept citizen comments and to review (and in some cases modify) the policy and program statements and the General Plan map. At the conclusion of this review, the City Council sent the recommended plan back to the CPC for final plan and EIR preparation.

In December 1978, the Planning Commission considered each City Council comment and incorporated many of the suggested changes into its final plan recommendation.

2. THE CITIZENS' INITIATIVE

On March 6, 1979, the voters of Santa Cruz passed Measure O, which modified the CPC's draft General Plan by incorporating four policies that established the basis for city population growth until the year 1990. These policies do the following: (1) limit population growth to 1.4% per year, or to the average state population growth rate should it be greater; (2) require that at least 15% of new housing units be affordable to average- and below-average income persons; (3) encourage cooperation between city and county governments in implementing growth management programs; and (4) prohibit the extension of public facilities into areas identified as "greenbelt" lands surrounding the City. Voter approval of Measure O necessitated reconsideration of the Planning Commission's General Plan recommendation and inclusion of Measure O policies in the Planning Commission's final recommendation.

3. GENERAL PLAN ADOPTION

The draft General Plan and accompanying EIR are currently being made available throughout the community. They also have been sent to the state and regional clearing houses and to the Local Coastal Plan mailing lists for review and comment. This review period (45 days) ended in mid-summer

1979, at which time a public hearing was scheduled by the City Planning Commission to consider all comments received and to solicit public testimony at the hearing. With all input received, the Planning Commission made a final recommendation to the City Council. The Council then held public hearings during the latter part of the summer and early fall 1979, for the purpose of adopting the 1990 General Plan. Adoption of the General Plan establishes City land use policy, provides direction for several pending city planning efforts, and represents the basis for the city's Local Coastal Plan.

THE POLICIES AND PROGRAMS
OF THE 1990 GENERAL PLAN

The policies and programs of the 1990 General Plan establish the basis for future land use decisions through 1990. Six policy sections provide the necessary guidance for future city land use decisions. "Community Form and Size" presents the city's policy on the future size and shape of Santa Cruz. "Environmental Resource Management" provides guidance for appropriate use of land as it relates to the city's natural resources. "Residential Opportunities" addresses the city's housing needs. "Economic Opportunities" furnishes policy direction for commercial and industrial land use. "Community Design" strengthens the city's policies as they relate to aesthetic consideration of future land use. "Transportation and Public Facilities" identifies the public facilities necessary to the functioning of the City and provides for their adequacy to meet city needs.

The following policy and program statements are presented in both black and blue print, and in standard and italic print. All policy and program statements in blue print are directly or indirectly related to the 1976 California Coastal Act policies contained in Chapter 3 of the Act. Many can be traced directly to the policy inventory and option development work performed as a part of the city's participation in the California Coastal Commission pilot project in 1976. Where such policies or programs govern land areas both within and without the coastal zone, only that portion pertaining to the coastal zone is considered coastal policy. The policies and programs appearing in italic print are deemed to be of the highest priority in implementing the General Plan. Designating them as priority items indicates the city's intention to vigorously pursue the direction they provide.

COMMUNITY FORM AND SIZE

GOAL

The City of Santa Cruz is comprised of people and the places in which they reside, work and spend their leisure time. Land in Santa Cruz is used for housing, commercial and industrial enterprises, public facilities, and recreation. The natural setting of the City is enhanced by the Pacific Ocean, Monterey Bay, coastal beaches, the San Lorenzo River, coastal streams and ponds, and the redwood forests of the Santa Cruz Mountains. The geographic and political boundaries give a definite shape to the land area in which these activities and land uses exist.

The activities and land uses existing in Santa Cruz have evolved over the years into an established pattern. It is this pattern, combined with the city's natural setting, that gives Santa Cruz its unique form and character.

The goal for Santa Cruz is to provide for orderly growth pursuant to this plan, while maintaining the general pattern of activities and enhancing the city's natural features.

BACKGROUND

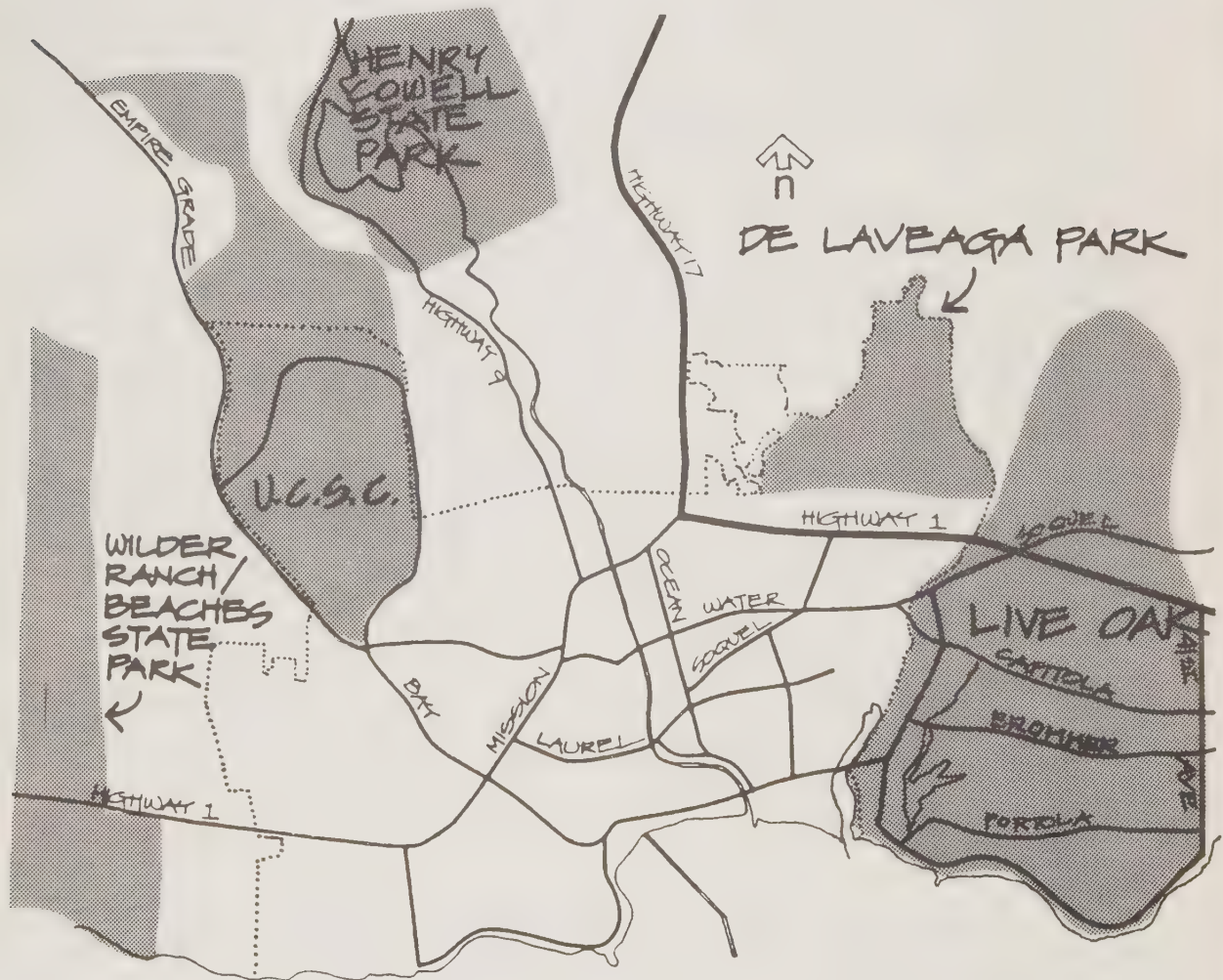
The City of Santa Cruz was incorporated in 1866. The city founders undoubtedly gave little thought to ultimate city limits or ultimate city population. Today, the City is surrounded by Live Oak, De Laveaga Park, Henry Cowell State Park, the University of California, and Wilder Ranch and Beaches State Park. It is obvious that there are limits to city expansion. But, what is contained within Santa Cruz is more important than its physical boundaries. Today, Santa Cruz is composed of a diverse population, consisting of a wide range of age and income groups, and community life styles. It is also a community rich in historic resources, possessing an interesting variety of residential neighborhoods, and set in a picturesque location between the Pacific Ocean and the Santa Cruz Mountains. (See Map 1: Santa Cruz Setting)

POPULATION

Santa Cruz evolved slowly over the years to its current population composition. The City remained relatively uninfluenced through the 1960s by many of the growth pressures which were affecting the state as a whole and, in particular, the rapidly developing Santa Clara Valley. Because of the city's slow evolution, it was able to grow incrementally, keeping a delicate balance between jobs and housing — a balance that reflects an inward focus for most of the basic needs of Santa Cruz residents.

One of the most significant changes in the last twenty years came about in 1964 when the University of California opened its Santa Cruz campus at the north end of Bay Drive. Subsequent to the university opening much of the city's growth through 1974 can be attributed to the university. But since 1975 enrollment has stabilized and in recent years it has not been a significant contributor to Santa Cruz population increases.

MAP 1: SANTA CRUZ SETTING



Throughout the 1970s, Santa Cruz continued to be the central city in Santa Cruz County. At the beginning of the decade, it was not a young community such as Scotts Valley, nor a rapidly growing city such as Watsonville. It was an old established city with limited land resources within its boundaries, and with an increasingly evident preference for growth management. This preference, combined with limited development opportunities, modest economic activity, and a more pro-growth attitude in other parts of the County, has resulted in a moderate growth rate for Santa Cruz through

1970s. Nonetheless, Santa Cruz is not an island; it feels the county-wide pressures for growth and, more particularly, the results of growth from development in the unincorporated areas.

URBAN SCALE

Development in Santa Cruz has been in response to the needs of the community. Without rapid accelerations in growth, the community was not forced to build quickly to accommodate many new residents. Rather, it experienced the luxury of needing to build on only an incremental basis in order to satisfy generally its own growth needs. The result has been a small town scale of development traced back in the early days of the City, consisting primarily of one- and two-story buildings. Height regulations reinforced the community's desire to maintain human scale developments until the early 1970s when it was believed that taller buildings might have a place in Santa Cruz. After a nine-story hotel was built, community residents realized the value of the traditional low scale of development in Santa Cruz. In order to maintain the existing scale, sensitive height limitations that relate more closely to existing building heights and land uses were established.

ANNEXATIONS

The gradual expansion of the city limits has also been a slow evolutionary growth process. Based on city records, the first major annexation included Branciforte Villa and De Laveaga Park in 1905. No major annexations occurred from that time until the mid-1950s. In 1953 the county hospital site was annexed, and in 1957 Woods Lagoon was annexed. The mid-1960s saw the last major annexations, including the university, Carbonera Estates and large acreage west of Western Drive. The latter two were primarily for residential purposes in response to projected growth expected from the university. Since that time, university growth has not been as large as originally planned and, therefore, the pressures for development in areas of the City, particularly on the west side of town, haven't been as great as originally anticipated.

Today Santa Cruz remains a relatively small central city. Its form and size are due to a combination of factors: the expectations of Santa Cruz' residents over the years, the type of buildings that have been adequate to meet citizen needs, and the decisions to annex and not annex that were made to satisfy the growing demand for urban development.

THE FUTURE

Projections for the future indicate population growth and building construction will occur largely in response to local activities including employment, student enrollment, and people choosing to retire in Santa Cruz. Employment projections indicate that there will be an annual increase of approximately 400 jobs. If past trends continue into the future, most of these jobs will be filled by city residents. Best estimates indicate that university enrollment is expected to level off in the 1980s to 7,000-7,500 students.

Retired people will increase slightly in numbers by 1990, but decrease in percentage of the population. Generally, the future retired population will

be more affluent and able to afford the increasing Santa Cruz cost of living. People who live in Santa Cruz and work out of the county will increase during the plan period; however, increasing congestion and commuter time on Highway #17 and rising gasoline prices will act as a constraint to living in Santa Cruz while working in Santa Clara Valley.

Projected commercial and industrial growth in Santa Cruz can be accommodated by the lands designated in this plan for such uses. However, residential land is in shorter supply. In 1979 city residentially zoned lands were approximately 85% developed with ± 500 acres of vacant residential land scattered throughout the City. These acres, as designated in the plan, must be supplemented by the use of under-utilized lands to provide for the city's housing needs through 1990.

THE PLAN FOR COMMUNITY FORM AND SIZE

The policies and programs that are designed to shape the city's future form and size have been developed in response to two primary concerns: neighborhood preservation and adequate provision for open space. Policies A, B, and C, which follow, set the basic framework for action. Policy A is the plan's umbrella policy. It requires that all policies and programs work together in a consistent fashion to make the plan work. Policy B focuses on the need for open space, and in particular a greenbelt surrounding the City. Policy C addresses the concern for maintaining neighborhood character. All three policies establish a basic direction which is clarified and carried out through the programs that follow each stated policy.

POLICY A: Provide guidance for change and growth in Santa Cruz to 1990, using the policies and programs contained in this General Plan.

This first policy is basic to the General Plan and reflects its comprehensiveness. It is the result of detailed consideration of the challenging social, environmental, and economic issues facing Santa Cruz. It reflects extensive community involvement and provides for a balanced approach to solving General Plan issues.

Program 1: The population growth rate for the City of Santa Cruz, through the year 1990, shall be limited to an average population growth rate of 1.4% per year, or to the average population growth rate experienced by the State of California as a whole, should that be greater.

Program 1 is incorporated into the General Plan in direct response to the voters of Santa Cruz. In March 1979, the Greenbelt and Low Growth General Plan Policy Ordinance was passed into law. It was based on the findings that unless both a low growth General Plan and a growth management system are adopted and implemented, it is likely the City of Santa Cruz will experience significant adverse effects of rapid population and urban growth. A 1.4% growth rate is identified as a desirable limit for the City of Santa Cruz, but in no case should the city's growth rate exceed that of the state.

Program 2: Enact a growth management system to regulate the character, location, amount, and timing of future residential and other development.

A growth management system would serve the purpose of maintaining the planned growth rate (1.4% or not to exceed the growth rate of the State of California), achieving the desired character of development, providing for identified community needs, and ensuring that development is in phase with the availability of city services. The details of the program could include the development of project review criteria to be used in allocating building permits. The criteria should include design considerations, housing needs and development densities.

Program 3: Use zoning, subdivision, and permit review requirements, as well as other devices such as the Capital Improvement Program and annual City budget to accommodate planned change and growth.

Zoning, subdivision, and permit review regulations are tools the City has traditionally used to locate appropriate land uses, limit building heights, establish adequate building setbacks, and encourage compatible building designs. These have proven to be effective planning tools and are essential to the fulfillment of the plan. Existing ordinances will need to be refined to reflect the policies and programs contained in this plan.

Program 4: Cooperate to the fullest degree possible with the County of Santa Cruz, in the implementation of the Growth Management Ordinance adopted by the County of Santa Cruz as Measure J on the June 6, 1978 election ballot, insofar as the provisions of Measure J are consistent with the provisions of the city's plan.

Program 4 is a statement of recognition that to be effective, growth management must be coordinated on a regional level. The City of Santa Cruz and Santa Cruz County have both passed growth limitation measures and with cooperation they can work together to achieve their common goals. Program 4 is derived directly from the City's growth limitation measure.

POLICY B: Provide and preserve open space around the City of Santa Cruz to inhibit urban sprawl and maintain the city's identity.

Greenbelt areas and open space have been prime concerns throughout the General Plan process. This policy identifies the open space resources surrounding the City and provides direction for their future use or preservation.

Program 1: Encourage the infilling and the intensification of land use consistent with existing neighborhood patterns in the already developed areas of the City currently served by municipal services.

This program reflects a long-term City commitment to concentrating urban development within the existing City, thereby making efficient use of urban services and reducing the pressure for urban sprawl and possible future city expansion. Consideration should be given to vacant land as well as currently developed parcels that might be suitable for more intensive or mixed uses. During the preparation of area plans, infilling and intensification shall be a consideration.

Program 2 is derived from the City's growth limitation measure and establishes the City's greenbelt through 1990. It is based upon the greenbelt map approved as a part of that measure. Greenbelt uses and the extent to which public services will be permitted are regulated through the greenbelt overlay district and pertinent General Plan policies.

A hand-drawn map of San Francisco, California, illustrating Greenbelt Lands. The map uses two distinct patterns to denote different types of land: a solid grey pattern for 'MEASURE 'O'' and a cross-hatched pattern for 'EXISTING'. A legend in the top right corner, titled 'GREENBELT LANDS', defines these patterns. An upward-pointing arrow indicates North. The map shows major highways including Highway 1, Highway 2, Highway 17, and Highway 101. Key streets labeled include Baker, Broadway, California, Church, Geary, Market, Mission, Montgomery, Ocean, Portola, and Stockton. The map also shows the San Francisco Bay and the Golden Gate Bridge. The 'MEASURE 'O'' areas are primarily located in the northern and western parts of the city, while 'EXISTING' areas are more concentrated in the central and southern parts.

Program 3: Recognize Wilder Ranch and Beaches State Park, University of California lands, Henry Cowell State Park, and De Laveaga Park as the city's permanent greenbelt.

Program 4: Recognize and protect the Pacific Ocean and Monterey Bay as valuable open space and natural resources.

These two programs identify the permanent open spaces that surround the City of Santa Cruz. Their retention in open space is reasonably assured because of their government ownership.

Program 5: Maintain the lands between the western branch of Moore Creek Canyon and the Wilder Ranch and Beaches State Park in open space uses, through agricultural zoning, Williamson Act contracts, and open space easement agreements.

Program 5 calls attention to lands on the city's west side that are currently unsuited for development, but that one day beyond 1990 may become a city expansion area. West of the Moore Creek Canyons are lands in private ownership, some of which are currently within the city limits. There are approximately 800 acres of land between the Moore Creek Canyons and Wilder Ranch and Beaches State Park. Approximately 250 acres are currently within the city limits, leaving 550 acres west of the city limits in unincorporated areas, of which 78 acres are university property known as "Inclusion Area A." No detailed studies have been done on the environmental constraints of the land, but it is certain that a sizable portion is unsuitable for development based on topographic and hydrologic characteristics. The area is homogeneous in its physical properties and the distinction between city and non-city lands is artificial when considering future uses of the area. Reconsideration of future uses for this area may become necessary later in the planning period.

Program 6: Class I and II soils currently zoned for agricultural use and in agricultural production should not be converted to residential uses until the following findings are made: that development of the land will contribute to the establishment of a stable urban limit; and that 90% of the land designated in the City for residential uses have been developed.

The City currently contains approximately 40 acres of agriculturally zoned land that is in agricultural use. Several years ago urban services were extended to this land in anticipation of its conversion to residential uses. Program 6 acknowledges the fact that the land will one day be converted to urban uses, but requires that other residential lands in the City be used first. This program is designed to maintain agricultural uses until the land is needed for urban expansion. It also indicates that the conversion of this agricultural land should establish the final City limits, thereby preserving agricultural uses on the benchlands west of the City.

POLICY C: Generally maintain the pattern of development within the existing City; and, in undeveloped areas in and outside the City, encourage new development patterns that would allow for a residential mix by type and income, combined with neighborhood shopping and job opportunities.

A concern expressed by the community equal to that for open space was a concern for the retention of neighborhood character. For the most part people like neighborhoods with single-family houses and low-density development. This policy provides direction to retain this low-density character in most areas of the City, while providing direction for a compatible mix of housing types and land uses in areas planned for new development.

Program 1: Prepare area plans for the City that provide guidelines to enhance the existing natural resources and land use patterns.

Program 1 calls for the preparation of area plans. Area plans are designed to implement the General Plan. The General Plan differs from area plans in that the General Plan has a City-wide focus providing direction for overall land use policy, while an area plan applies and makes specific the intent of the General Plan policy in a selected geographic area of the City. While the General Plan provides the policy and program framework for overall City development, the area plan provides a blueprint for implementation in a specific sector of the City.

Program 2: Actively consider annexation proposal for all areas within the City sphere of influence.

Program 2 is an expression of City intent to discuss and to study the advantages and disadvantages of annexation proposals. Among the points to be considered are the inter-governmental implications of such proposals.

Program 3: Prepare an area plan and impact analysis for the lands known as the Antonelli/Swenson/Wolfsen properties identified as a "special area" on land use map. The plan shall provide guidance for a mixed residential/industrial planned development, and shall strive to provide housing opportunities for persons employed in the proposed industrial development.

An idea that received general support during General Plan preparation was to locate housing close to job and shopping opportunities, so that people area not as dependent upon the automobile. The Antonelli/Swenson/Wolfsen properties represent an opportunity to realize this idea. Because there are some inherent problems with mixing industrial and residential uses, and because of a concern for the natural resources in the area, a specific plan is required to ensure that appropriate conditions are placed on this development. (See Map 3: Antonelli/Swenson/Wolfsen properties: Special Area)

MAP 3: SPECIAL AREA-ANTONELLI/SWENSON/WOLFSEN PROPERTIES



ENVIRONMENTAL RESOURCE MANAGEMENT

GOAL

The unique natural setting of Santa Cruz helps create the quality and way of life of city residents. Monterey Bay and the Pacific Ocean lined with sandy beaches, the Santa Cruz mountains covered with redwood trees, and the clean air and mild coastal climate provide both a scenic setting and recreational and educational opportunities for the people who live here.

The protection of Santa Cruz' unique natural resources is a city goal as well as a state goal. Protecting natural resources not only helps maintain the quality of life for city residents, but also provides for visitor enjoyment. For these and other reasons, land use policies should reflect the goal to conserve and properly manage our natural resources. Land use policy should respect the hazards that natural resources sometimes represent, as well as maximize the recreational and educational benefits that natural resources provide.

BACKGROUND

Santa Cruz is a city endowed with a variety of land forms creating a mosaic of natural features. At the water's edge Santa Cruz has several beaches that offer a multitude of recreational opportunities. Arroyos and canyons cut across the marine terrace upon which Santa Cruz sits, creating slopes, flood plains, ponds and varied topography. The San Lorenzo River, the largest river in north Santa Cruz County, cuts through the heart of the City draining the entire San Lorenzo Valley. The variety of vegetation in the natural areas of Santa Cruz provides wildlife habitat for many species of birds and small animals, as well as scenic relief from urban development. The coastal climate and clean air literally top-off the highly desirable range of environmental resources that exist in Santa Cruz.

In the past, these natural resources were often unprotected and taken for granted. With the increasing popularity of and support for environmental protection during the 1970s, the public's level of awareness was raised. Local, state, and federal governments passed legislation requiring due consideration of how people's actions impact the natural environment. Such legislation is an expression of concern not only for the natural resources themselves, but also for people and their activities. Planning and building that is compatible with nature reduces risk to life and property.

Today, the natural environment in Santa Cruz is protected by the ocean-front recreation zone, the flood plain zone, the conservation regulations, the California Environmental Quality Act (CEQA), the Coastal Act, the greenbelt overlay district, and other state regulations, including those that affect water quality, dam safety and energy conservation. These environmental protection measures reflect an awareness and concern for physical changes that might affect such things as slope and bluff stability, ocean and bay productivity, air and water quality, and wildlife areas. Their effectiveness has been noteworthy and with the cooperation shown by land developers and homeowners alike, the number of potentially unsafe and environmentally damaging developments in construction sites has been reduced.

THE FUTURE

Environmental legislation established in the 1970s is filling the environmental protection void that became apparent when several projects began to threaten our natural environment. As a result of the environmental protection measures mentioned above, environmental considerations are no longer an afterthought; they are an integral part of the planning process. They work toward the goal that growth and change will occur not at the expense of our environment but will work within the limitations our environment places on our activities.

Future growth pressures from within and without Santa Cruz will put our environmental regulations to the test. However, it is anticipated that current regulations, combined with the policies for controlled growth contained within this plan, will provide adequate guidance and direction for the protection and management of natural resources in Santa Cruz.

THE PLAN FOR ENVIRONMENTAL RESOURCE MANAGEMENT

Natural resource management in the City of Santa Cruz will be governed by policies and programs designed to reduce risk to life and property, preserve open space for recreation and social needs, conserve energy, and maintain clean air and water. Policies A through D establish the city's intent to pursue these objectives; accompanying programs identify the means by which the City intends to carry out the policy direction.

POLICY A: Regulate development in unsafe areas identified in the Open Space and Conservation Element and the Seismic Safety and Safety Element of the General Plan.

This policy reflects the city's intent to reduce the risks associated with development in natural hazard areas. Its purpose is to discourage inappropriate development and regulate other development to be compatible with the hazards often associated with natural features.

The Open Space and Conservation Element and the Seismic Safety and Safety Element identify natural processes such as liquefaction, landslides, tsunamis, cliff retreat, floods and wild fires that can threaten buildings and activities in Santa Cruz. In so doing, these elements of the General Plan establish the basis for project review and various implementation measures designed to carry out the intent of Policy A. Further, flood plain zoning and conservation regulations have been implemented and are working to carry out this policy.

Program 1: Preserve unprotected flood plains in the flood plain zone.

Program 2: Preserve arroyos and canyons as natural areas to prevent erosion of soils and sedimentation of streams, and to provide for public enjoyment.

Program 3: Regulate development on or near unstable slopes by applying the conservation regulations to ensure that development is either safe and attractive or prohibited.

Program 4: Prohibit development along ocean bluffs subject to wave action.

POLICY B: Preserve open space within the City to meet recreational, social, economic, and environmental needs of the community.

Policy B states that open space plays a significant role in carrying out the General Plan. It is the source of programs that are intended to identify and reserve the land for many of the recreational and social needs of Santa Cruz residents. Much work has been devoted to this policy direction in recent years as evidenced by the adoption of the Parks Plan and its subsequent implementation.

Program 1: Maintain the existing park system and add facilities commensurate with new development.

The primary intent of Program 1 is to ensure that park facilities will be phased with new development, thereby eliminating the possibility of using potential park land for other uses. Parks play an important role in maintaining a balance and healthy mix of land uses throughout the City. (See Map 5: City Parks.)

Program 2: Provide for maintained safe pedestrian access to Santa Cruz beaches.

Program 2 calls for pedestrian pathways to the shore. This would allow Santa Cruz beaches to play an even more important role in neighborhood activities. While preserving neighborhood integrity, such pathways would more fully integrate the urban setting with the natural setting.

Program 3: Prepare a design plan for the San Lorenzo River corridor that provides guidelines for sensitive landscape treatment and accessways, so that people can enjoy this significant natural resource.

Program 3 focuses on a long-neglected natural resource: the San Lorenzo River. Since the levees were constructed in the late 1950s only sporadic attention has been paid to their appearance. This program calls for a thorough look at the river with an eye to beautifying its setting and making it more of a community and activity resource.

Program 4: Develop greenways and pathways along the San Lorenzo River, the Ocean and Bay frontage, within DeLaveaga Park, along canyons and arroyos, including Arana Gulch, Reinelt Canyon and Moore Creek Canyon, proceeding with a work program to be completed within the planning period.

Program 4 is designed to encourage the development of pathways throughout the City, primarily using canyons and arroyos. An extensive pathway system would establish the City as an urban park, thereby expanding the opportunities to enjoy the City's natural and developed resources. (See Map 6: Proposed Pedestrianways.)

Program 5: Preserve the character and quality of natural features, such as creeks, ponds and natural bluffs in the City of Santa Cruz.

Program 5 requires that we recognize the natural features that exist in Santa Cruz and, further, that such features be protected from or enhanced by development.

Program 6: Develop traditional and innovative programs for the preservation and enhancement of open space and natural features. Such programs would include development of appropriate regulations, dedication requirements, incentive programs, and a capital outlay program.

MAP 5: CITY PARKS



- * CITY NEIGHBORHOOD PARK
- * CITY COMMUNITY PARK
- * STATE PARK

MAP 6: PROPOSED PEDESTRIANWAYS



Program 6 calls for a budgetary program that will provide for the purchase of land necessary to preserve open space and natural features deemed to be of importance to Santa Cruz.

POLICY C: Energy conservation shall be considered in the development of land use regulations, and in the designation of land uses throughout the City. Land use policies and programs should be developed to encourage public transit use, as set forth in the Transportation and Public Facilities section of the General Plan, and to minimize energy consumption.

To be effective, energy conservation must be encouraged by and practiced at all levels of government. Policy C points out that the City of Santa Cruz will work toward the conservation of energy within its jurisdiction.

Program 1: Discourage the use of automobiles through increased public transit opportunities, the encouragement for rail service, the provision of pedestrian and bicycle paths, and the establishment of car pool incentives.

Program 1 identifies the primary energy consumer in Santa Cruz: the automobile. This program is basically a statement of public transit support, rather than a specific program, because transit is governed by the transit district and not the City.

Program 2: Promote solar energy as a supplemental source of energy within the City by developing a "solar rights" ordinance, and engaging in a joint effort with other governmental jurisdictions, colleges, or universities in the exploration of the practical application of solar energy techniques.

Program 2 calls for the City to become involved with efforts to promote solar energy. Pilot programs are necessary first steps to bring about a substantial use of solar energy in Santa Cruz. The result could be a significant reduction in the dependence upon non-renewable resources for city energy needs.

Program 3: Prepare an energy element to the General Plan to establish a City policy direction on the conservation and consumption of energy.

Program 3 requires that an energy element be prepared that would (1) provide the information necessary to formulate appropriate local energy policy; and (2) establish the City's energy policy.

POLICY D: As one contributor to the air and water quality of the region, the City of Santa Cruz shall ensure that the highest air and water quality standards are sought in the implementation of the city's General Plan and land use regulations.

Natural resource management oftentimes must depend upon the cooperation of many governmental jurisdictions. City corporate limits generally bear little relationship to the confines of the natural resources that must be protected. Air quality knows no bounds; streams know only watershed boundaries; and the Monterey Bay touches the shores of a multitude of governmental entities. Policy D is a statement of city intent to do all that it can to protect regionally shared natural resources through proper land use management.

Program 1: Discourage the use of automobiles through increased public transit opportunities, the encouragement of rail service, the provision of pedestrian and bicycle paths, and the establishment of car pool incentives.

Program 1 focuses its attention on air quality. It encourages the use of alternatives to the automobile and in doing so attacks the most significant contributor to air pollution that exists in Santa Cruz today. Because Santa Cruz' air quality is also affected by maritime air flowing southward from the San Francisco Bay Area, land breezes which flow out of the Salinas Valley, and land use activities within Santa Cruz County, what Santa Cruz can accomplish with Program 1 must be viewed as one program among many regionwide programs that will be necessary to maintain a high level of air quality.

Program 2: Regulate development in proximity to streams, creeks, and other water bodies to maintain and possibly exceed regional water quality standards.

Program 2 calls for sensitive development near watercourses and regulation of development that might add to natural erosion and sedimentation. Program 2 can affect only what happens in Santa Cruz; land use activities in the San Lorenzo Valley are equally, if not more, important to Santa Cruz' water quality.

Program 3: Discourage offshore oil drilling in the Monterey Bay Area by prohibiting commercial and industrial land uses connected with drilling operations.

Program 3 responds to the City's opposition to oil drilling in the Monterey Bay, because of the high value the community places on the surrounding natural environment.

RESIDENTIAL OPPORTUNITIES

GOAL

The residential environment is the most important aspect of city life because this is where people satisfy many of their basic needs for shelter, food, privacy, and the feeling of community. To the residents of Santa Cruz, it is important to maintain the character and environment of their neighborhoods.

A goal for Santa Cruz is to provide quality residential life by maintaining and improving the existing housing stock and, by providing clear housing policy direction to ensure that new housing is the type needed, that it is properly located and timed, and that public facilities are available. This goal provides for the special housing needs of low-income families, elderly and handicapped persons, and students.

The primary goal is to provide housing for people who focus their daily lives in Santa Cruz. Implicit in this goal is the strong desire to strengthen a sense of community.

BACKGROUND: HOUSING IN SANTA CRUZ

Santa Cruz is a part of the North County Housing Market Area which runs from La Selva Beach to Santa Cruz. Of the 39,965 total housing units in the area, 16,045 or 40% of the units lie within the City of Santa Cruz. (See Map 7: North County Housing Market Area)

MAP 7: NORTH COUNTY HOUSING MARKET AREA



Santa Cruz' housing stock is varied in type and age. Dwelling units include large historical homes built before the turn of the century, subdivisions of single-family homes built in various decades, minimal single-wall construction vacation homes now used for year-round housing, modest homes on small lots, luxurious homes on large lots, apartments in converted homes, mobile homes, condominiums, retirement hotels and centers, dormitories, hotel rooms used for permanent residence and motel units converted for long-term occupancy during the off-season.

Among these, the single-family unit is the predominant housing type comprising 10,108 units or 63% of the housing stock. Of single-family units, 68% are owner occupied. The percentage of single-family units is similar to other comparable communities although the percentage of renter occupancy of single-family units is higher in Santa Cruz. (See Table 2: Housing Type and Tenure)

TABLE 2
HOUSING TYPE AND TENURE
City of Santa Cruz
1976

<u>Housing Type</u>	<u>Own</u>	<u>Rent</u>	<u>Total</u>
Single-Family (1)	6,873 (68%)	3,235 (32%)	10,108
Duplex/Fourplex (2-4)	361 (15%)	2,046 (85%)	2,407
Apartment (5+)	173 (6%)	2,715 (94%)	2,888
Trailers	265 (75%)	89 (25%)	354
Other	61 (21%)	227 (79%)	288
TOTAL	7,734 (48%)	8,311 (52%)	16,045

Source: State Dept. of Finance Special Census
1976, City Planning Department

Santa Cruz' housing stock is some of the oldest housing in the county. One-third of the housing stock in the City was constructed before 1939 and one-third since 1960. Comparable figures for the County show 50% of the housing has been constructed since 1960, reflecting more recent building starts in unincorporated areas.

With 35% of housing stock over 40 years old, it is not surprising that some units are in need of repair. These units are predominantly lower cost rental units surrounding the downtown and in the beach area. (See Table 3: Housing Units in Need of Repair)

TABLE 3

HOUSING UNITS IN NEED OF REPAIR
City of Santa Cruz

<u>Type of Unit</u>	<u>Total Units</u>	<u>Needing Repair</u>
Single-Family Owner	6,900	200
Single-Family Renter	3,250	500
Multiple-Rental (2-4 Units)	2,470	370
Multiple-Rental (5+ Units)	2,900	200
Other Units*	1,030	480

*includes estimated illegal rental units, mobile homes, and miscellaneous units.

Source: Residential Code Compliance Study,
Arthur D. Little & Co., August 1978

The original quality of construction, level of perceived maintenance, redevelopment potential, and ownership are important indicators for predicting future housing quality. Neighborhoods where original quality of construction and the level of maintenance are low are likely to deteriorate without remedial action. Older single-family houses zoned for higher density residential or commercial uses are often allowed to deteriorate because owners are waiting for higher density or commercial redevelopment. This pattern can be seen in some of the downtown, beach, and coastal areas. Absentee and investor owners are often not willing to make needed improvements and tenants cannot be expected to do so.

Although the City of Santa Cruz has 34% of the employment in the County, it has only 23% of the housing units. This has not always been the case. In 1960, Santa Cruz had 34% of the jobs and 30% of the housing units. During the period from 1960 to 1976, Santa Cruz job generation paralleled more closely higher county housing unit growth rather than city growth.

There is greater demand for housing in Santa Cruz than supply. Santa Cruz is a desirable place to live and work. When people cannot find housing in Santa Cruz they are forced to look elsewhere. This demand leads to low vacancy rates and high housing costs.

In 1970 median market value for a single-family house in the City of Santa Cruz was \$19,650; in Santa Cruz County it was \$21,091. By comparison, the market value of a single-family house in Santa Clara County was \$27,300, or 40% higher.

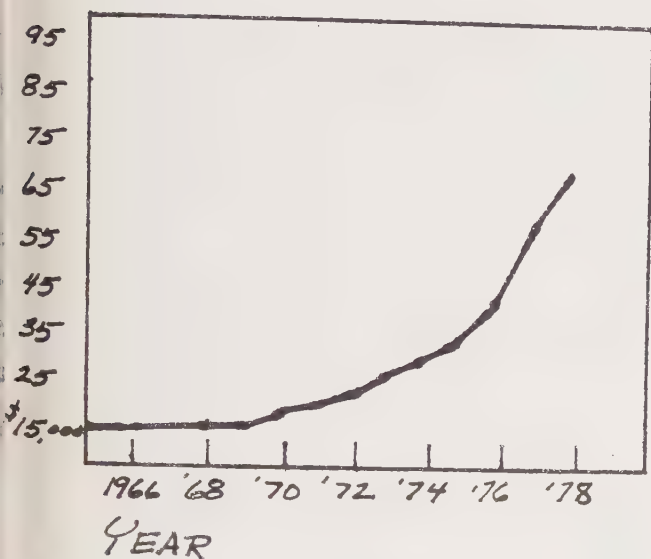
Since 1970, housing values in Santa Cruz have increased at unprecedented rates. Between 1970 and 1978, the median sale price of a single-family home increased from \$20,000 to \$68,000. Since 1970, the median value of a single-family home in Santa Cruz has increased by a greater rate in Santa Cruz than in Santa Clara County. Currently, the cost of a new home in Santa Cruz is only slightly lower than the price of a new home in Santa Clara County.

Similarly, cost escalation has occurred in rental housing according to census figures. The median monthly rent in 1970 was \$99 and in 1979 it had risen to \$415. Although rents have increased substantially since 1970, they have not increased as fast as new housing costs. (See Figure 1: Sales Prices/Housing 1965/78; Rent Trends (2 BR Units) 1965/79.

FIGURE 1

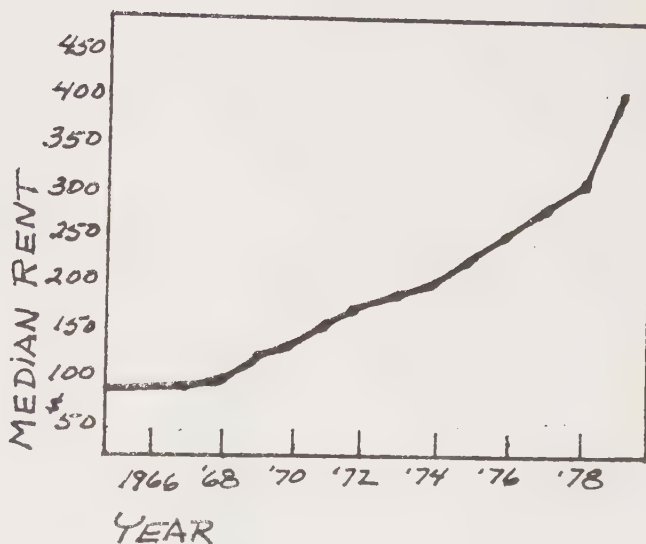
SALES PRICES/HOUSES 1965-77

CITY OF SANTA CRUZ



RENT TRENDS (2 BR UNIT) 1965-78

NORTH SANTA CRUZ COUNTY



Despite the increasing cost of housing, vacancy rates are consistently below 1.5% due to strong housing demand. The federal Department of Housing and Urban Development defines a "tight" housing market or "shortage" of housing as an overall rental vacancy rate of three percent. (See Figure 2: Vacancy Rates 1960/1970/1976)

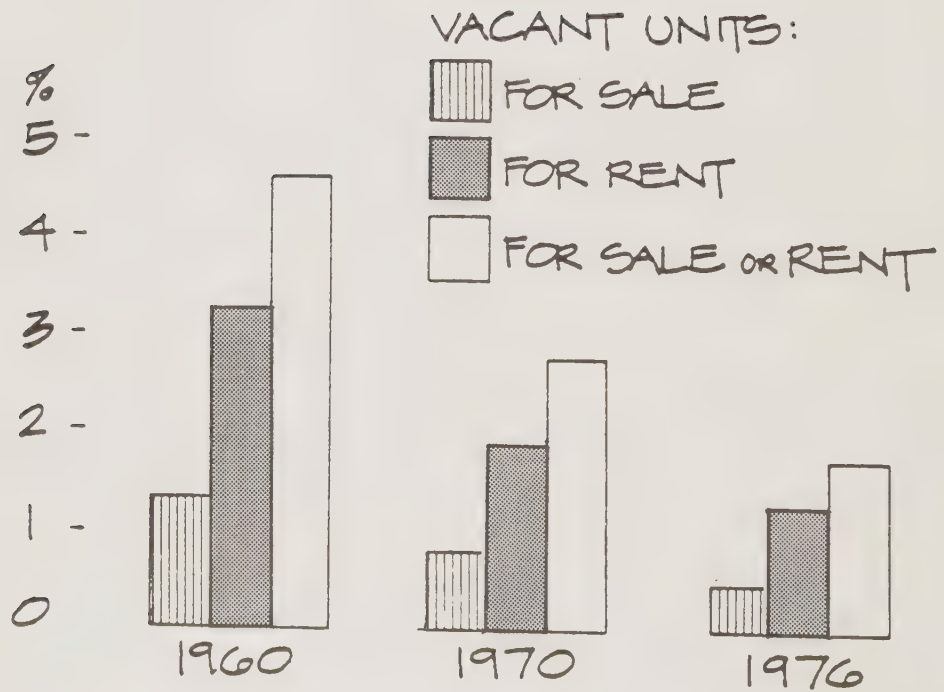
THE FUTURE: HOUSING IN SANTA CRUZ

If all residentially zoned land in the City were built upon a maximum existing zoned densities, a total of approximately 21,000 housing units could be accommodated. However, there will be residential construction on other than undeveloped vacant residentially zoned lands. Private redevelopment will occur in downtown and in other areas zoned for higher density where older single-family units are replaced by multi-family units; and some agricultural, commercial and industrial lands will be used for mixed residential-commercial, residential-industrial or residential-development. (See Table 4: Vacant Land by Zones/January 1979)

FIGURE 2

VACANCY RATES 1960/1970/1976

City of Santa Cruz



Source: Census Data 1960, 1970; Dept. of Finance Special Census 1976.

TABLE 4

VACANT LAND BY ZONES/JANUARY 1979

LAND USE ZONES:

TYPE:	SINGLE FAMILY	MULTI- FAMILY	COMMERCIAL	INDUSTRIAL	AGRICULTURAL
ZONING:	R-1-5 R-1-7 R-1-10	RL RM RT PD	CB CN CC CT CH CV PA	IG	E-A
VACANT ACRES:	370 ¹	125	50	103	250 ²

¹ EXCLUDES APPROXIMATELY 120 RESIDENTIALLY ZONED ACRES INCLUDED IN GREENBELT

² INCLUDED IN GREENBELT

Only middle-income and high-income households will be able to buy or rent new multi-family units unless efforts are made to make units available to low- and moderate-income households. Market priced new single-family detached housing will be so expensive that only high-income households or households moving up from previously owned units will be able to afford them. At the same time, the existing lower cost housing will be upgraded or in some cases be removed to make way for new development. Housing units with views of the coast or with unique coastal environments will continue to increase in value at rates greater than other areas and demand premium prices.

An increase in condominium development is anticipated as land becomes more scarce and rental regulations remain unsettled. New units may be smaller, more energy efficient, better designed and with more amenities than those constructed in recent years. The increase in housing units in Santa Cruz will not keep pace with employment based on existing city policy. If current development trends continue and city General Plan policy is followed, it is estimated that a decreasing percentage of people will be both living and working in Santa Cruz.

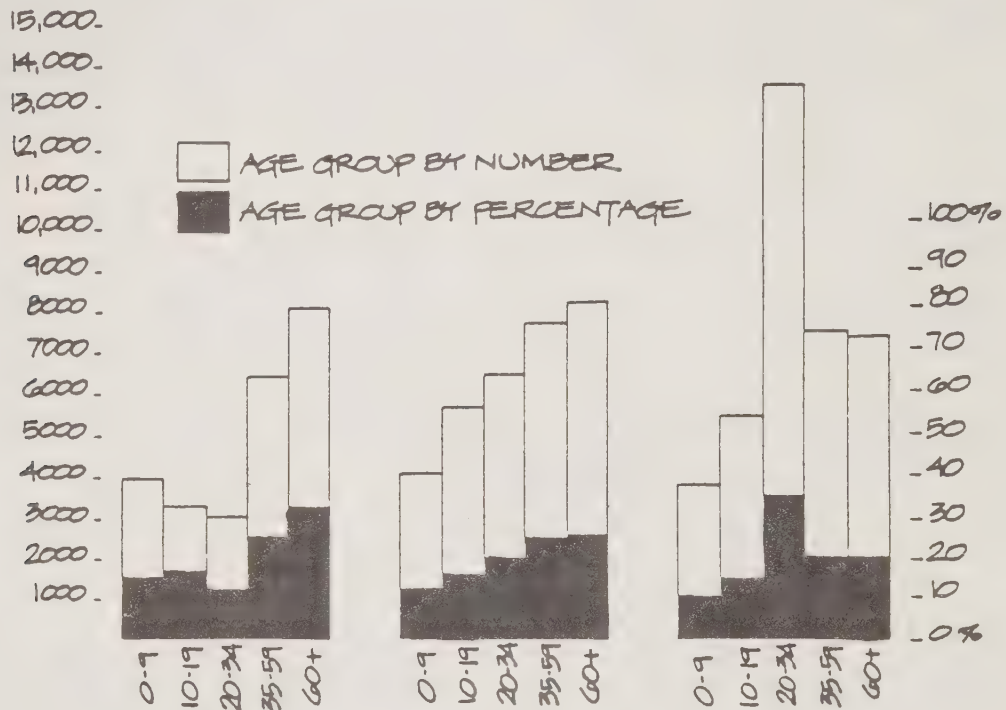
BACKGROUND: PEOPLE OF SANTA CRUZ

In 1976, there were 37,500 people living in Santa Cruz. Of this number, 5,400 were UCSC and Cabrillo students (1,800 lived on the UCSC campus), 5,850 were retired persons and 26,500 were employed persons and their families.

Santa Cruz' population is decreasing in age. In 1960, the median age was 44; today the median age is 29. The drop in median age is largely due to demographic trends and increases in student population. (See Figure 3: Age Distribution 1960/1970/1976)

FIGURE 3

AGE DISTRIBUTION 1960/1970/1976 City of Santa Cruz



Source: Census Data 1960, 1970, 1976.

Enrollment in the Santa Cruz City High School District and the Santa Cruz City Elementary School District has remained relatively stable during recent years. The drop in birth rate, and to a certain extent the cost of housing and general economic conditions, has resulted in fewer births per family. This trend has been countered by the migration of new households into Santa Cruz resulting in relatively steady enrollment figures.

Ethnic minorities make up about 10% of Santa Cruz' population. Spanish surname households are the largest group accounting for almost half of the minority population. Blacks account for 15% of minority population. The remaining 35% are evenly spread between other groups.

The 1970 Census showed that the Santa Cruz median family income was \$8,516, 25% below the state median income and 6% below Santa Cruz County median income. Santa Cruz household income ranked low primarily because of the large number of elderly and student households.

A measure used by the federal government to define very low household income is "Poverty Level." In 1970, the poverty level ranged from \$1,487 for a female unrelated individual 65 years or older, to \$6,116 for a family of seven. The average poverty level for a family of four was \$3,745. Over 40% of the unrelated individuals (2,750) and 10% of the family households (855)

in Santa Cruz had incomes below the federal poverty level in 1970. The large retired elderly population on fixed incomes, high unemployment rates, poverty by choice and a large student population all contributed to high poverty levels. Income level weighs heavily in determining overpayment for housing.

Although median household income increased from \$4,370 in 1970 to \$8,000 in 1976, the number of poverty level households is still considered high. Changes in population and income characteristics go along with changes in the housing inventory. The average household size has decreased from an average of 2.6 persons per household in 1960 to 2.3 in 1976. This is a result of the large retirement population, new family formation patterns, fewer children, and more one- and two-person households. The predominant household size in Santa Cruz is the two-person household which makes up 36% of all households and in combination with one-person households makes up 67% of all city households. By comparison, one- and two-person households comprise just over half of the households in the state. City building trends show that multi-family units have increased as family size has decreased.

THE FUTURE: PEOPLE OF SANTA CRUZ

Contrary to past experiences, population patterns indicate that the Santa Cruz population will rise in average age. The senior population will increase in number but remain about 20% of the population. The 20-34 age group will increase some, but most increase will be in the 35-59 middle-age group.

Average income for Santa Cruz is likely to increase faster than county or state average income. Housing prices will increase, requiring higher incomes to afford units. Increasing cost of existing units and increasing home ownership will displace lower income households, particularly renters. City efforts to provide low- and moderate-income housing should partially mitigate this situation.

THE PLAN FOR RESIDENTIAL OPPORTUNITIES

Housing is one of the most important areas of concern to people who live in Santa Cruz. Generally, people like Santa Cruz' residential mix and would not want conditions to change. But, because there are constant pressures for change, keeping conditions as they are requires community effort and involvement. Residential opportunity policies and programs set the framework for this necessary community effort and involvement. They deal with three housing concerns: new residential development, neighborhood quality, and special housing needs.

Policy A concerns itself with the supply of housing, calling for a distribution of housing types in accord with housing need. Policy B concentrates on neighborhoods, pointing out that residential areas are comprised of more than houses; they must be supported by necessary public facilities to enhance their liveability. Policy C focuses on the special housing needs of the average- and below-average income households calling for the provision of housing to accommodate their needs.

POLICY A: Require that new residential development provide a choice in housing type and density suited to the needs of the locally employed, the elderly, and students.

The location of future residential development in Santa Cruz will be within the currently urbanized areas of our City. Measure O establishes a greenbelt in and around the City, thereby making infill the City's primary option for providing additional residential opportunities until 1991. Annexation of non-greenbelt lands is an additional option. Currently (1979), the City's vacant lands have a holding capacity of approximately 2,700 units, based on zoning. This includes all vacant residential land, under-utilized land, and some commercial land. The General Plan increases the holding capacity by approximately 600 units beyond the 2,700 to 3,300 units. This holding capacity represents the use of the land at maximum allowable densities, including consideration for roads and slopes.

If population growth occurs at an annual average growth rate of 1.4%, space for approximately 2,700 units will be needed; and if growth occurs at an annual rate of 1.7%, space for 3,400 units will be needed. The possibility that future population might exceed the holding capacity can be prevented in the years to come through a gradual decrease in growth rate, through the approval of well-designed and innovative housing projects, or through selected annexations of non-greenbelt lands.

Policy A provides for guidance for allocating the remaining vacant residential acres as well as providing direction on the type of housing the City should encourage, should private redevelopment begin to take place.

Program 1: Use the land use map of the General Plan as a policy statement on current as well as future residential development. It should indicate housing location, type, and minimum/maximum densities.

The General Plan land use map should guide future housing developments during the planning period. Availability of services, existing neighborhood character, environmental resources, and housing needs are all considered in designating land use. Maximum and minimum housing densities allow for a range of housing types and provide plan certainty.

Program 2: Use the project review process of the Growth Management Program to provide for identified local housing needs as identified in the Housing Element.

The Growth Management Program can establish criteria for housing project review to guide new construction to meet identified local housing needs. The criteria could include such things as housing unit size, cost, tenure, location, and type.

Program 3: In preparing area plans, study the opportunities for intensifying residential land uses in already developed areas, including downtown, along major streets, and around commercial development without adversely affecting the character of existing neighborhoods. Identify locations suitable for cluster development, duplex development, and mixed land uses, including the combination of residential with commercial and industrial development.

Program 4: Use specific plans and planned unit development regulations to refine land use policy and to encourage residential development sensitive to unique environmental settings.

It is the policy of the City to infill vacant residentially zoned areas and intensify areas where public facilities are already in place before developing new areas that would require extension of urban services. Area plans, specific plans, growth management project review, and planned unit development regulations can sensitively guide residential development. Such approaches to project review provide the opportunity for considering natural resources and neighborhood character, and can establish strong design guidelines for development.

Program 5: Prepare an area plan and impact analysis for the lands known as the Antonelli/Swenson/Wolfson properties, identified as a "special area" on the land use map. The plan shall provide guidance for a mixed residential/industrial planned development.

The Antonelli/Swenson/Wolfson properties, about 100 acres on the west side of town, will be the subject of a special plan to accommodate a mix of residential and industrial land uses (uses usually not considered as being compatible). In this case, because of the physical surroundings and land use pattern in the area, an industrial/residential mix is appropriate if special planning is done for the area. An area plan and an impact analysis are called for in this program.

POLICY B: Enhance the liveability of residential areas through land use regulations and the provision of public facilities and services to meet the needs of each neighborhood.

Throughout the General Plan revision process, people generally supported maintaining the character and quality of their neighborhoods. They like the sense of community that their neighborhood represents to them. They enjoy the variety of lifestyles, mix of housing types, and the quality of services. One of the biggest concerns expressed was the apprehension that the future might bring unexpected change, such as an apartment development, road improvements, or changes in zoning. Policy B is an expression of city intent to keep those parts of neighborhood qualities that are desirable and to improve upon others.

Program 1: Retain the unique and historic character of residential areas designated in the Historic Preservation Plan and protect them through the use of historic preservation district designations and the preparation of area plans.

Santa Cruz is fortunate to have a wealth of historic and architecturally significant buildings. Besides contributing to the character of neighborhoods, some older homes are a source of moderate cost housing. City rehabilitation programs and the well established historic preservation program will help preserve these older homes for aesthetic as well as housing purposes.

Program 2: In area plans, make local streets more accessible and desirable for neighborhood uses through landscaping and the use of traffic control devices such as diverters and cul-de-sacs.

Program 3: Through traffic in residential areas should be directed to arterial streets.

Through traffic on local neighborhood streets is a constant problem in Santa Cruz. Design of local streets and traffic regulations can reduce trips in some residential areas. The neighborhood street system and travel patterns should be considered in area planning and innovative solutions used where practical.

Program 4: Provide for neighborhood and convenience stores within walking distance of residential areas. Determine their locations through the area planning process.

Neighborhood grocery and convenience stores provide for "last minute" shopping goods, without having to depend on the auto. Location and design considerations are key to the success of this program.

Program 5: The neighborhood commercial area at High Street and Cardiff Place is intended for a mixed residential/neighborhood commercial development.

Program 5 responds to a specific area that has long been established as a neighborhood commercial location that has remained vacant. Due to its relatively large size, residential development will be considered for a portion of the site in conjunction with neighborhood commercial development.

Program 6: Provide adequate parks, in accordance with the Parks Plan, by budgeting for them through the Capital Improvements Program.

Program 7: With new development, require developers to share with the community the responsibility of ensuring adequate public facilities will be provided to serve the increased community need.

Program 8: Provide branch library facilities according to need and economic feasibility.

Parks, libraries, and schools, particularly elementary schools, are facilities that contribute to the quality of residential life. Programs 5 through 7 provide methods to make sure adequate facilities are available.

POLICY C: Provide housing opportunities for all residents of the City, including the disadvantaged, elderly on fixed incomes, handicapped, low- and moderate-income families and students.

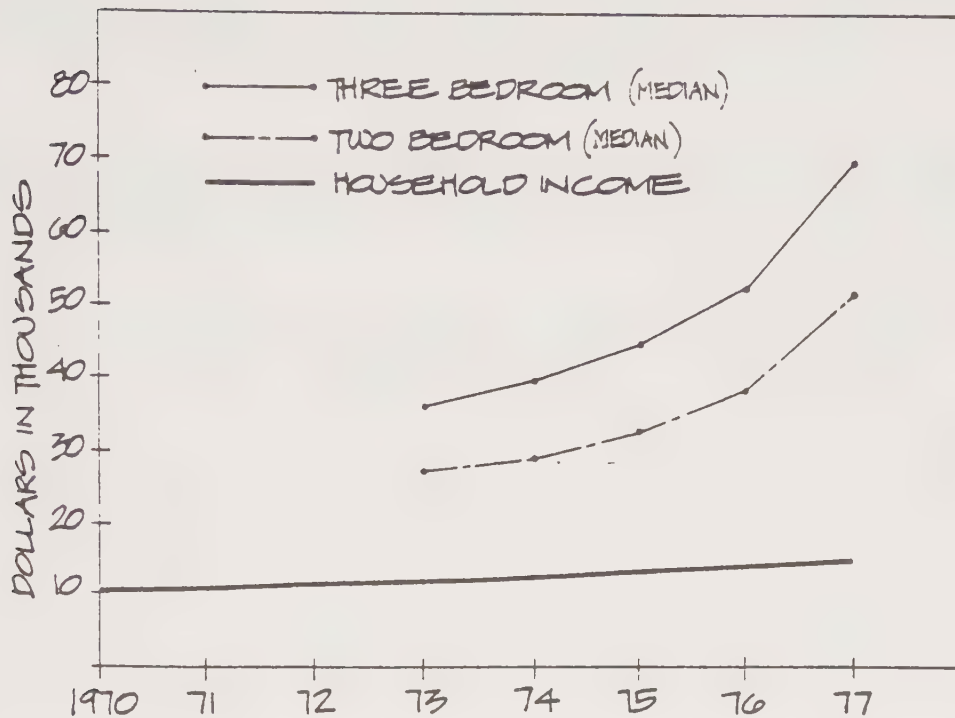
Policy C sets the tone for addressing the following special housing needs.

There are many reasons why households have special housing needs, but the most serious and pervasive housing problem in Santa Cruz area is the increasing gap between housing cost and the amount households can afford to pay for housing. Home prices in Santa Cruz increased about twice as fast as household income from 1970 to 1977. The cost of local housing has increased at faster rates than construction costs in the 1970s and has far surpassed the rate of increase in the Consumer Price Index or in local household income. (See Figure 4: Median Income/Median Value 1970-77)

The effects of increasing housing costs are many. In 1970, over 50% of all Santa Cruz households could afford the 1970 median price house. In 1976, less than 20% of all households could afford the same house and less than 10% of city households could afford the median price new house.

FIGURE 4

MEDIAN INCOME/MEDIAN VALUE 1970-77
Santa Cruz County



Source: Santa Cruz Board of Realtors and California Franchise Tax Board

The cost of housing eventually causes fixed-income seniors (and lower income people in general) to have severe financial problems due to overpayment for housing. Over a period of years, migration patterns change in response to change in housing costs and low-income people move out of the area. For example, low-income seniors will be replaced by high-income seniors.

As housing costs rise, those people with the least ability to pay are hardest hit. Senior citizens are forced to go without basic necessities in order to afford the increasing cost of housing. Some 7,000 city households are in need of housing assistance according to the federal standard that not more than 25% of income should go to monthly housing costs. Two-thirds of those needing assistance are renters; two-thirds of those needing assistance are families.

Program 1: Address special housing needs of the City through the Housing Element of the General Plan and the Housing and Community Development Housing Assistance Plan.

Program 1 identifies two planning tools which can lead to housing programs that address special housing needs. The Housing Element provides an opportunity to develop program ideas into specific housing programs that work in Santa Cruz. Housing and Community Development planning is supported with funds to begin implementing the programs developed in the Housing Element.

Program 2: Through the development of new units and/or the retention of existing rental units, maintain a balance between rental housing opportunities and home ownership.

Rental housing is an essential element in the City's housing stock in that it offers the only alternative to those who are not able, or choose not to, own their home, as well as provides a source of modest priced housing. Program 2 states the City's intent to maintain a balance of both rental and owner-occupied units.

Program 3: In area plan preparation, identify possible affordable housing project locations, and designate alternative sites for such development in each area plan.

Program 3 states that during the preparation of area plans, specific sites suitable for affordable housing projects be identified. This is an expression of City intent to encourage and provide affordable housing throughout the City.

Program 4: Develop programs to provide a density bonus or other incentive to be granted to developments that include a substantial portion of affordable units to average- and below-average income households.

Program 4 reflects the City's desire to encourage and assist in the provision of affordable units. By providing incentives such as density bonuses the land costs of affordable units will be assisted, allowing construction of additional units.

Program 5: Evaluate the suitability of vacant parcels close to urban services for the provision of medium and high density residential development capable of providing housing for low- and moderate-income people.

Program 5 suggests that lands capable of medium- to high-density residential projects, close to shopping and public transit, might be lands appropriate for average- and below-average income households. Evaluation of such lands for such projects is called for in Program 5.

Program 6: At least 15% of those new housing units constructed for sale or rent each year shall be capable of purchase or rental by Santa Cruz residents with average or below-average incomes.

Measure 0 policies require that new programs be developed to house average- and below-average-income persons. The 15% requirement will be a part of the Growth Management Program.

Program 1: Expand upon existing housing programs and develop new methods that provide incentives and sanctions for the development of housing for the disadvantaged through the use of innovative programs including, but not limited to, advanced land acquisition, density bonuses, inclusion of low and moderate income housing in new residential developments, redevelopment and other programs.

Advanced land acquisition or the Housing on City Lands Program could provide valuable sites for constructing moderate cost housing. Other programs could aid in the construction of housing.

Program 8: Continue the development and refinement of housing rehabilitation programs, along with other programs designed to provide and maintain affordable housing.

Not all houses are in need of repair but with one-third of the units over 40 years old, it is not surprising that an estimated 1750 units are in need of some rehabilitation.

Enforcement of the building code ensures that structural quality of housing remains high. Code enforcement systematically applies quality control standards to the housing stock. Enforcement of the housing code, which sets standards for existing housing, is now voluntary or handled by complaint. Free city code inspections of housing units is a service provided by the City without charge.

Since 1975, city housing rehabilitation programs have been available to low- and moderate-income households. Grants, deferred loans or low-interest loans are available for home repair. So far, 125 low-income homeowners and two owners of rental properties have had their houses rehabilitated.

Refinements of existing city rehabilitation programs (or new programs) are needed to reach rental housing units which represent 80% of city substandard housing.

Program 9: Expand upon programs such as Rental Information and Mediation Service to address the symptoms resulting from overall housing market problems.

To ease tensions resulting from the current tight housing market situation and to provide fair housing counseling, the City established the Rental Information and Mediation Service. Such services should be continued until market conditions change.

Program 10: Make maximum use of public and private resources to help solve special housing problems.

The federal government through the Community Development Block Grant Program makes funds available to local governments to upgrade neighborhoods and improve community facilities.

The federal Section 8 new construction program and Section 202 program help finance the construction of low- and moderate-income rental units. There are three federally funded elderly housing projects in the City — Garfield Park Apartments, San Lorenzo Park Apartments, and La Posada Project — that provide 300 units. (See Table 5: Housing Programs)

TABLE 5

HOUSING PROGRAMS 1975-76 THROUGH DECEMBER 1978

TYPE	EXISTING SEC. 8	NEW CONST. SEC. 8	REHAB PROGRAM		
			ELDERLY GRANT	DEFERRED	SEC. 312
ELDERLY	131	203	81	N/A	0
FAMILY	76	0	N/A	37	3

The Housing Assistance Payment Program is a federal program that provides rent subsidy to low- and moderate-income renters. Almost 200 households receive Section 8 subsidies. The California Housing Finance Agency and State Department of Housing and Community Development are just beginning to provide housing resources for mortgage assistance or housing rehabilitation.

By keeping current with state and federal housing programs, and developing new local programs, the City can provide assistance to low- and moderate-income households.

Program 11: The University should take active steps to encourage as many students as possible to live on campus and seek to attain a 50/50 ratio of on-campus/off-campus student housing. Cabrillo Community College should also take steps to provide housing for its students on or near its campus. Further, the University and Cabrillo College should undertake cooperative efforts with the City of Santa Cruz to provide off-campus services.

Program 11 is in response to the tight housing market and low vacancy rates that exist in Santa Cruz. With increasing numbers of students competing for housing in the Santa Cruz City housing market, units that might otherwise be occupied by families or retired persons are unavailable to them. By providing for student housing, UCSC and Cabrillo would be doing their share to mitigate the severe housing problem that exists in Santa Cruz.

ECONOMIC OPPORTUNITIES

GOAL

The quality of life of city residents is directly related to the economic health of local commercial and industrial activity. Business activities provide substantial tax revenues and job opportunities that help make it possible to have and enjoy the services and facilities demanded and expected by community residents. However, it is desirable that in providing for commercial and industrial land uses, the industry that locates in Santa Cruz is sensitive to the unique natural setting, a significant economic factor. It is also desirable that new community and regional uses locate where they are needed, are accessible, and result in minimal disruption to residential areas.

BACKGROUND

In 1976, there were approximately 20,000 jobs in Santa Cruz. More than half of those jobs provided employment for three-quarters of the city's employed labor force. The other half provided employment for people residing outside the City. The remaining quarter of the city employed labor force worked outside the City.

The types of jobs that are found in Santa Cruz reflect the city's geographic location and available services and facilities. Since 1960, most jobs have been in the trade and service sectors. This situation reflects the importance of tourism and the retirement community. On the other hand, industrial activity has been more limited by location and transportation constraints. By 1964 government jobs began to rank with trade and service as one of the most common employment opportunities in Santa Cruz. This was due, in part, to the opening and growth of the University of California at Santa Cruz campus and C abrillo College. In 1975, trade, service, and government jobs continued to account for more than 70% of the total jobs in Santa Cruz.

The City of Santa Cruz also plays a significant role in providing employment opportunities for Santa Cruz County residents. Approximately 10,000 county residents, or one-quarter of the county employed labor force excluding Santa Cruz City residents, worked in the City of Santa Cruz. (See Table 6: Santa Cruz Employment)

TABLE 6

SANTA CRUZ EMPLOYMENT

<u>Employment Sectors</u>	<u>1960</u>	<u>1970</u>	<u>1975</u>
Construction	600	800	600
Manufacturing	950	1750	1900
Transportation	350	350	450
Trade	2650	3100	4000
F.I.R.E. *	400	650	850
Service	1850	4550	5000
Government	950	3600	5100
Agricultural-Mineral	650	450	400
All Others	<u>1450</u>	<u>1350</u>	<u>1350</u>
TOTALS	9850	16,600	19,650

* Finance, Insurance, Real Estate

Source: California Employment Development Department;
Gruen, Gruen & Associates; Santa Cruz City
Planning Department.

Jobs are important to a healthy local economy and they are the primary reason for people living where they do. In 1976, 70% of the Santa Cruz labor force worked in Santa Cruz, 12% worked elsewhere in the county, 10% were unemployed and 8% commuted out of the county. The 70% working in Santa Cruz accounted for almost 50% of the city's total population. The remaining labor force (those working outside the City) accounted for 20% of the population, and retired people and students accounted for 30%. With such a high percentage of people living and working, living and studying, or retiring in Santa Cruz, it is clear that Santa Cruz is a relatively independent community. It is not a bedroom community for other cities, nor is it a major job center for large surrounding populations. It is a community that is still relatively independent and self-contained. Its land use reflects balance between employment opportunities and housing opportunities.

About 18% of city land is devoted to industrial or commercial activity. Commercial uses account for 13% of the land, industrial uses 2%, and government uses 3%. Employment centers in Santa Cruz include the west side and Harvey West industrial areas, UCSC, Ocean Street, the County Governmental center, the beach and Boardwalk areas, and the downtown including the Pacific Garden Mall.
(See Map 8: Employment Centers)

MAP 8: EMPLOYMENT CENTERS



1. University of California
2. Harvey West Industrial Area
3. West Side Industrial Area
4. Downtown (including City Hall)

5. Santa Cruz County Government Center
6. Santa Cruz Beach and Boardwalk
7. 41st Avenue Shopping Center

THE FUTURE

Economic opportunities in the future will be similar to those that exist today. Growth in various job sectors is expected due primarily to expansion of existing industries and occasional new industries. This will result in an increasing demand for housing, public services, transportation facilities and recreational opportunities in Santa Cruz. Tourism is projected to remain a strong economic force in Santa Cruz; therefore, trade and service industries will remain strong new job producers. Growth in government jobs is also projected, but at a slightly reduced pace due to the revised UCSC growth projections, which indicate a leveling off of student enrollment. These figures could be high based on changes in the government employment picture. (See Table 7: Future Santa Cruz Employment)

TABLE 7

FUTURE SANTA CRUZ EMPLOYMENT

<u>Employment Sector</u>	<u>1975</u>	<u>1980</u>	<u>1990</u>
Construction	600	600	600
Manufacturing	1900	2300	2800
Transportation	450	500	600
Trade	4000	4350	5100
F.I.R.E. *	850	950	1150
Service	5000	5500	6850
Government	5100	5600	6850
Agricultural-Mineral	400	400	400
All Others	<u>1350</u>	<u>1350</u>	<u>1350</u>
TOTALS	19,650	21,550	25,700

* Finance, Insurance, Real Estate

Source: California Employment Development Department;
Gruen, Gruen & Associates; Santa Cruz City
Planning Department

The projected increases in employment opportunities indicate a very similar job distribution in 1990 as exists today. The relative distribution of job types will be basically the same; the labor force population will remain the dominant segment of the city's population; and, trade, service and government will provide the greatest number of jobs reflecting Santa Cruz' role as an activity center for Santa Cruz County. However, with increasing job opportunities and limited housing opportunities, the existing balance between jobs and housing may be altered, resulting in a smaller percentage of people who both live and work in the City than exists today.

Santa Cruz will continue to be a tourist attraction for the region and the state. This projection presents no major conflict with the community's goals. Growth in tourism and a modest growth in clean, light industry is compatible with the city's coastal setting. Tourism provides a substantial tax base and contributes to one of the General Plan's primary goals — to perpetuate the existing character of Santa Cruz.

THE PLAN FOR ECONOMIC OPPORTUNITIES

Economic opportunity policies and programs are written to ensure provisions will be made for a healthy local economy. Policy A is designed to make certain adequate land area will be made available for future economic growth. Policy B reflects the city's goal to provide jobs that are compatible with the city's character and environment.

POLICY A: Designate land for commercial and industrial uses properly located and timed to provide for projected economic development.

Policy A states that land must be set aside for industrial and commercial uses and that it be available when needed.

Program 1: Preserve the city's industrial land for the needs of future industrial development.

Program 1 suggests that land currently zoned for industrial uses should be maintained as such to ensure an adequate industrial land base through 1990.

Program 2: Intensify the commercial uses of the downtown area through revitalization of the upper floors of the Mall, encouragement of specialty retail businesses and possible development of a department store.

Program 3: Reduce strip commercial development along Mission Street, Water Street and Soquel Avenue, and designate adequate land area for clustering commercial development.

Programs 2 and 3 identify locations where intensification of commercial uses should take place. It is projected that the City's 1976 vacant commercial land base will be inadequate to accommodate expected commercial development between 1980 and 1990. Through the intensification of commercial uses downtown and the clustering of commercial development along Mission Street in connection with street improvements and circulation changes, a more efficient use of commercially zoned land can make up the projected deficit.

Program 4: Encourage the retention of auto dealerships within the corporate limits.

Program 4 responds to the need to retain the auto dealerships in Santa Cruz and the tax revenues they represent. This program statement identifies a strong desire on the part of the City to do what it can to work with the auto dealers to provide adequate space for their needs.

POLICY B: Encourage the development of complementary commercial and industrial activities that are compatible with the environmental setting, and that provides jobs.

Policy B stresses the City's desire for jobs that are compatible with existing City employment opportunities and the City's environmental setting.

Program 1: Use beach area planning efforts to designate land for tourist/commercial uses, including recreation/commercial facilities and visitor accommodations; such planning efforts need to take into account and be compatible with desirable neighborhood characteristics

Program 1 identifies the beach area as a primary tourist attraction and gives direction to the types of activities that should be located there.

Program 2: Encourage the development of a conference/cultural center in the City planning area.

Program 2 is an attempt to attract visitors to Santa Cruz year round. Currently, tourism is seasonal, resulting in a high rate of seasonal employment. With an attraction such as a conference center, it is hoped that there will be an increase in tourism during non-summer months, thereby creating more year round tourism-related jobs, as well as generating greater tax revenues.

Program 3: Consistent with the City's goal for a balanced community, encourage the development of enterprises which contribute to the economic base of the City. Encourage commercial and industrial enterprises, including the arts and crafts, office-type occupations, specialty retail stores, and research and development industries.

Program 3 identifies the specific types of non-tourist related industry the City encourages. It emphasizes labor intensive businesses, thereby limiting the acreage needed for employment. It indicates a recognition that the city's coastal location can be important to certain types of industry and, therefore, coastal-related industry should be given special consideration. It also indicates support for the type of industry and commerce that currently exists in Santa Cruz by identifying such activities as those that should be encouraged; and, finally, by virtue of the types of economic opportunities it encourages, it supports the city's continued role as job and activity center for the county

Program 4: Encourage agricultural land uses on the north coast by coordinating city/county land use policy, and encouraging use of Williamson Act contracts and open space easement agreements.

Program 4 indicates the city's support for the agricultural land uses on the north coast. It is also an indication of the city's desire to see agricultural uses maintained, particularly the brussel sprout fields in the Wilder Ranch and Beaches State Park.

COMMUNITY DESIGN

GOAL

The City of Santa Cruz is characterized by a wide range of architectural styles, a certain physical scale, distinct neighborhoods, and special activity centers, combined with a unique natural setting. Together with the people and their lifestyles, these elements comprise a desirable community character.

The goal for Santa Cruz is to maintain and enhance the existing community character by drawing attention to its unique resources and developing programs that build upon those resources.

BACKGROUND

Residents of Santa Cruz have expressed many concerns about the appearance and the image of their community. They are concerned that many of the entrances to the City give it a shabby look, and they want to maintain a sense of "small town" in Santa Cruz. Many people are also concerned about preservation of the natural and historic resources, and there have been controversies over the height of new buildings. But perhaps the greatest concern expressed by residents is the quality of their neighborhood. Each of these concerns expresses a growing sentiment to act in a positive way to guide both public and private development toward projects that reflect a sense of community pride and visual attractiveness.

NEIGHBORHOODS

Based on a 1977 design survey, most Santa Cruz neighborhoods are in need of design considerations to help improve their appearance. The survey found that Santa Cruz neighborhoods are diverse in character and in architectural style. They are defined by major traffic routes, topography, and watercourses; there are some with distinct landmarks, focal points, and natural features. And there are some that are well-defined, some that are weakly defined, and some that are visually deteriorating.

Today there is growing citizen involvement in neighborhoods. There is an awareness of and a concern for the findings of the 1977 design survey and there is a desire to reduce the ill effect of certain negative elements as well as a desire to enhance certain positive elements. This trend is happening for many reasons, among them the evolving pride people take in living in a pleasing environment. When neighborhoods are attractive, functional, and comfortable, residents enjoy the community in which they live and feel they are a part of it. Despite the growing interest in neighborhoods, criteria for future development and redevelopment remain to be established to ensure neighborhood goals and desires are achieved.

ENTRANCES TO CITY

Santa Cruz has several points of entry; most of them have the potential to be naturally dramatic. Among them, the most significant are the west side entry, the east side entries, and the Ocean Street entry. Each contains a significant transition which signals that a change in scenery is taking place.

The west side entry along Highway #1 is a transition from open fields and views of the ocean and undeveloped coastal bluffs, to urbanization marked by industrial and commercial development. The east side entries are signified by Arana Gulch at Highway #1 and Soquel Avenue, and by the Yacht Harbor at Murray Street. Entering Santa Cruz from Highway #17 is very dramatic because the freeway bridge acts as an entry portal. However, in each case visual clutter within the City detracts from the pleasing experience the entrances could provide.

NATURAL AND HISTORIC FEATURES

Natural and historic features contribute significantly to the city's overall design composition. The coastline, rivers, and bluffs are strong design elements in Santa Cruz and new interest in their preservation is leading to a more dominant role for them in the future. The City is also rich in historic structures, many of which are preserved and enhanced through a well developed historic preservation program. These features are strong design elements which set limits on the form of future urban development.

Archaeological history, while less visible, is significant to the City's historic fabric and needs to be protected as new decisions about future land uses are made.

In the past, there often was a feeling that it was necessary to erase old patterns and start with a "clean slate." This concept is changing toward a feeling that maintaining an outline of old patterns and preserving our natural features can enrich the new pattern and put it in an historic context. With such an approach, Santa Cruz can grow and change in an orderly and understandable manner.

THE FUTURE

A city design program should contain three key elements: environmental preservation, historic preservation, and design criteria. The first two deal with an appreciation for and sensitivity to that which currently exists. Great strides have been made during the past decade in both areas and future residents will benefit from city policies and programs contained in the Open Space and Conservation Element of the General Plan, the Conservation Regulations, the Historic Preservation Plan, and the Historic Preservation Ordinance. Design criteria differ from environmental and historic preservation in that they deal with new elements in the community. City policy in this area lags behind the preservation programs. Design of private and public improvements currently lack clear direction at the neighborhood and the city-wide levels. Design review in the past has been on an individual basis with cases being reviewed without an overall context within which to judge their relationship to Santa Cruz.

The past few years have seen an increase in citizen concern for the visual qualities of the community. The City Council has expressed a desire to undertake area plans for the purpose of establishing a focus for various neighborhoods throughout the City. Design criteria and a refinement of city land use policies are the two primary subjects to be dealt with in area plans. With a strong city commitment to community design, area plans will equal the effectiveness of environmental and historic preservation efforts in Santa Cruz. This is possible within the current planning period.

THE PLAN FOR COMMUNITY DESIGN

Community design is a combination of physical features that, together, give each city a character and quality unique to itself. The policies and programs that give direction to the city's goal for community design stress the importance of each individual feature. They lay out an action program that views the city's natural and historic features, as well as future development, within a planning context that reflects the city's desire to preserve its natural beauty and maintain its "small town" character.

Policy A identifies natural features as playing an integral role in the city's future appearance. Policy B indicates that the city's developed resources, particularly the composite small-town image they relate, should act as a guide for future development.

POLICY A: Maintain the natural features of Santa Cruz to ensure that its community design contains elements of its unique natural setting.

The natural features in Santa Cruz act as a cornerstone in achieving good community design. Policy A reflects this thought and acts to focus attention on the fact that community design efforts should begin with consideration of and appreciation for the natural setting.

Program 1: Develop techniques to protect and enhance unique natural areas including, but not limited to, Arana Gulch, the San Lorenzo River, Neary's Lagoon, Antonelli's Pond, and Moore Creek Canyon.

Program 1 calls attention to natural features that can be seen and enjoyed in Santa Cruz. Land use activities or developments that would detract from these natural features would severely degrade the quality of the community's design. Program 1 intends that techniques such as special zones, development criteria, or public improvements be used to permanently protect these unique natural areas.

Program 2: Protect natural views of the coast, Pogonip, the far west side, UCSC, De Laveaga Park and other areas of scenic importance, through development regulations, landscape plans and sensitive location of buildings and public facilities.

Program 3: Protect views of natural areas from Highway #1, west of Western Drive.

Programs 2 and 3 focus their attention on distant views that establish the city's visual boundaries. They require that development within the areas stated be sensitive to the natural features, and that development blend with, not detract from, the views.

POLICY B: Retain Santa Cruz' appearance and character as a small coastal town which also serves as an economic, tourist, governmental, and cultural center, by maintaining the scale and balance of residential and commercial development.

Policy B focuses its attention on the developed resources of Santa Cruz: the town, its activities, and its buildings. It establishes the city's existing character as the desired pattern for the future.

Program 1: Adopt a community design plan as the city's statement of overall design policy.

The community design plan should influence location, types, and intensity of land uses. Its purpose will be to establish a framework for improving and enhancing the physical appearance of Santa Cruz. It should identify design objectives, inventory design features, and establish design policy.

Program 2: *Develop design criteria in area plans that recognize and preserve unique neighborhood character and consider community-wide needs.*

Program 3: Use design criteria in area plans to provide direction to public and private developments.

Programs 2 and 3 establish a tool for giving design equal consideration as that which is afforded to environmental and historic preservation. They require that design criteria be developed as part of area plans, thereby improving the design character of city neighborhoods.

Program 4: Identify and protect entrances to the City, by preserving the views of natural areas, by recognizing and preserving the rural/urban transition areas, and by landscaping city entrances to visually screen cluttered land uses.

Program 4 is a policy of the Scenic Highways Element. This element addresses the visual quality of state routes and local scenic drives.

Program 5: Recognize significant historic areas and place them in an historic preservation district.

Program 5 ensures that historic preservation will continue to be an important part of community design considerations.

Program 6: Intensify downtown area activities by using the upper floors on the Mall for both commercial and residential uses, by encouraging specialty retail businesses, by developing a major retail department store, and by zoning large vacant parcels high density residential.

Program 7: Intensify the tourist activity in the beach area by improving accessibility to the area, especially by non-automobile means, and expanding commercial activity consistent with existing neighborhood characteristics.

Programs 6 and 7 focus attention on the importance of activities to community design. Attractive building facades, well-focused neighborhoods, and landscaped community entries by themselves, form a sterile and obviously lifeless community. Programs 6 and 7 identify two areas of concentrated activity that depend upon people to give them their unique character and community focus. They spell out a variety of activities that should be encouraged to add vitality to the central business district and the beach area.

TRANSPORTATION AND PUBLIC FACILITIES

GOAL

The transportation system and other public facilities are the primary public investments that influence the type and character of development within the community. The phasing of road improvements and water and sewer extensions directly influences, and can set the physical pattern for, urban development. Other public facilities such as parks, schools, cultural facilities, bikeways, rail lines, pedestrian paths, and public transit affect the quality of community life.

It is vital that public facility improvements be coordinated with growth and development plans and are available at the time and location needed. In planning for transportation improvements, the City should strive to provide both auto and public transit opportunities with emphasis on reducing automobile use.

All public facilities planning should be sensitive to both natural and developed resources.

BACKGROUND

More than one-third of the city's land base is devoted to public facilities (excluding the University of California). Approximately 16% of the land is in roads and another 20% is devoted to public and semi-public uses. This is an indication of how dependent we are on public facilities, and how influential such facilities can be in shaping the character of the community. Roads, schools, fire stations, libraries, parks, government buildings, and semi-public facilities such as utilities, hospitals, and railroads all contribute to the city's ability to function as a vital community. The importance of public facilities is often taken for granted; their absence would make city life, and the amenities that go with it, impossible.

Public facilities are important to the vitality of Santa Cruz, but they do not exist without negative implications. Roads, cars, and buses give us mobility but also congestion, noise, and vehicular emissions. Fire stations, libraries, parks, water works, government buildings and public transit provide many essential services, but funds necessary to construct and maintain such facilities must be supplied by all the residents. Schools educate our children as well as ourselves, but school facilities and programs are costly.

Today, Santa Cruz exists in a delicate balance between people and their private property, and the public facilities that support them. However, this balance has become increasingly difficult to maintain. Revenue limitations and continued growth have created pressures for imbalance. In many respects, the City is at a crossroads — we are coming from a time when the provision of services was presumed, and approaching a time when that provision is questionable. School capacity is approaching its limit at a time when it is difficult to gain voter approval for school bonds. Water demand is approaching water supply, at a time when regulatory state agencies are more restrictive and construction costs are at their highest. Roads are more congested at a time when state transportation funds have not

expanded as rapidly as in the past. Public transit is becoming established at a time when the public is growing more frugal with their tax dollars.

BACKGROUND: TRANSPORTATION

The physical separation of land use activities in Santa Cruz necessitates travel as a form of communication between the various sites, services, and facilities of the community. People move themselves about and require the movement of goods to meet their daily and family activities. A typical Santa Cruz household in 1976 completed 7.6 trips per day. Each trip is made for a purpose; the need and desire to fulfill these purposes is what makes provision for travel an essential part of our land use pattern.

AUTOMOBILES

Automobiles play a dominate role in urban travel in Santa Cruz. A 1973 county origin and destination study found that 86% of all person trips are made by auto. County vehicular registration figures indicate the growing use of automobiles in Santa Cruz and would seem to indicate there is no slackening in their continued use. (See Table 8: Santa Cruz County Vehicle Registration)

TABLE 8
SANTA CRUZ COUNTY VEHICLE REGISTRATION

<u>Year</u>	<u>Autos</u>	<u>Total Vehicles</u>	<u>Population</u>
1960	39,476	55,221	84,219
1961	42,269	57,165	
1962	47,269	64,641	
1963	48,156	64,729	
1964	50,622	70,095	
1965	54,917	76,477	
1966	56,170	79,871	106,246
1967	60,000	84,150	
1968	63,091	89,464	
1969	64,059	92,908	
1970	65,012	94,766	
1971	70,499	102,962	123,790
1972	76,473	112,106	
1973	81,684	120,688	
1974	81,859	125,993	
1975	83,613	129,457	
1976	84,566	131,714	160,758
1977	95,189	148,474	
1978	97,719	152,231	

Source: California Department of Motor Vehicles, U. S. Census 1960, 1970; State Department of Finance 1965, 1976.

PUBLIC TRANSIT

Public transit has begun to play an important role in city transportation, but is not expected to significantly reduce the use of the automobile in the near future. The 1976 county origin and destination study showed that 5% of all trips use buses, the majority of which are school bus trips (2% in public transit and 3% in school buses). One reason transit is not expected to capture significant ridership away from the automobile is that transit systems have not been able to provide the same level of service provided by the automobile. Some exceptions to this can be found in large urban areas where the costs and congestion related to using the automobile are so severe that public transit becomes more competitive and acceptable. However, in areas such as Santa Cruz, public transit has been unable to compete on an individual basis with the automobile. The recently approved 1/2 cent sales tax increase is expected to increase public transit ridership by approximately 300% and increase public transit's share of county trips to approximately 5%.

PEDESTRIANS AND CYCLES

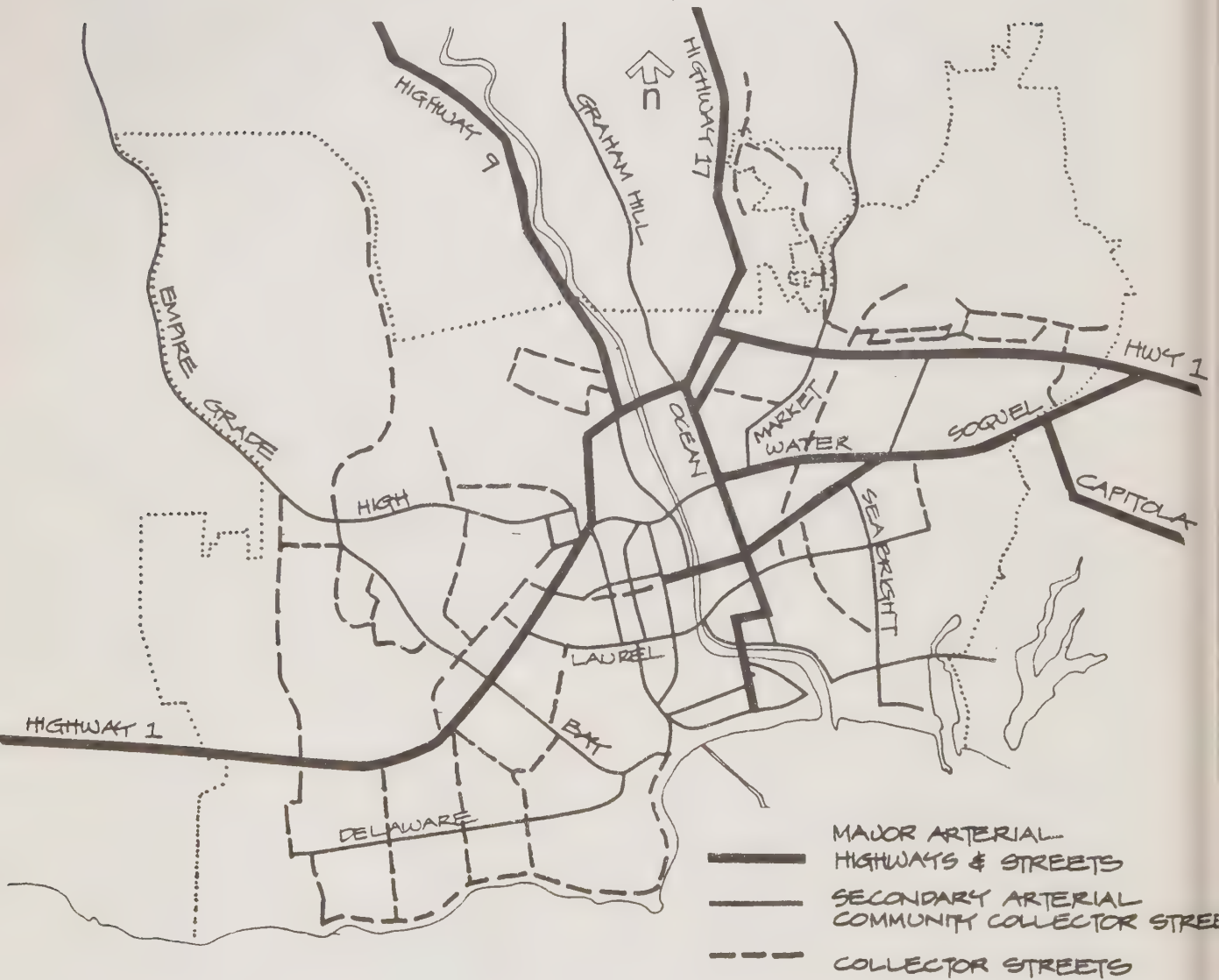
Pedestrian and cycle modes of transportation accounted for 9% of all person trips in the 1976 County Origin and Destination Study (8% walking; 1% motocycling and bicycling). Walking trips are generally by people without other means of transportation or by students. Walking is generally used for short distances or for pleasure. Bicycling provides for less than 1% of total person trips but could account for more. Recently, the City Council adopted a goal calling for 15% of total person trips to be by bicycle. Attainment of this goal will, in part, be dependent upon the adoption and implementation of a bicycle transportation plan to guide future bicycle path improvements, and in part upon the willingness of the people to use bicycles.

STREET CLASSIFICATION SYSTEM

Transportation patterns on the land respond to all forms of travel, but primarily to auto use. Roads provide access throughout the community. Because they are not all intended for equal intensity of use, they are normally classified by function or purpose. Freeways are designed specifically to provide for through traffic mobility; their function does not include specific property access. Major arterial highways and streets generally have the capacity to carry high volumes of traffic and are designed to expedite traffic movement across the City. Unlike freeways, they have two functions: to provide for through traffic and land access. Secondary arterial and community collector streets are similar to major arterials with their main function being traffic movement. However, they also collect and distribute traffic from major arterials to collectors and local streets. Collector streets serve a dual function by providing both land access and mobility. Collectors provide a medium level of traffic service between roads of higher and lower traffic volume. Local roads and streets are primarily for land access. These facilities provide direct access to residences and are intended to serve only local travel. (See Map 9: Functional Classification of Streets)

This functional classification of streets provides a guide for determining the type of traffic certain streets could carry. The system breaks down

MAP 9: FUNCTIONAL CLASSIFICATION OF STREETS



when streets designated and designed for certain capacities or functions become overcrowded and can no longer function as intended. This most often occurs on higher traffic volume streets, with the result that collector streets begin to function as arterials and local streets begin to function as collectors or arterials. Two cases in point are King Street on the city's west side and Broadway on the east side. With Mission Street and Soquel Avenue becoming increasingly congested, King and Broadway have, over the years, experienced increasing volumes of traffic to a point that they often function as arterials. With this situation occurring more

often throughout Santa Cruz, neighborhood preservationists are becoming increasingly sensitive to the automobile and are searching for ways to protect their neighborhoods from excessive automobile traffic.

THE FUTURE FOR TRANSPORTATION

Current projections indicate that daily person trips in the County of Santa Cruz will increase from 340,000 in 1973, to approximately 900,000 in 1995. Without adequate roads in the City to manage its share of the traffic, and without increased efforts to attract a larger ridership onto public transit, traffic congestion will become a major obstacle to maintaining existing neighborhoods and the quality of life. Programs to maintain a balanced functional street classification system as well as programs to improve the convenience of public transit should be pursued. Without such efforts, congestion will increase, arterial traffic will continue to bleed into residential areas, and public transit will continue to be outmatched by the automobile for convenience and comfort.

THE PLAN FOR TRANSPORTATION

Transportation policies and programs are designed to provide a transportation system adequate to meet the needs of all the residents of Santa Cruz. Policy A reflects a desired balance of facilities that provide for automobiles, public transit, cycles, and pedestrians. Policy B reflects the current dominance of the automobile and acts to encourage public transit, thereby bringing Santa Cruz transportation opportunities into a more environmentally and economically sound balance. It also indicates the city's willingness to be flexible in its response to new developments in public transportation. Policy C reflects the importance of tourism in Santa Cruz and the need to provide tourist access to Santa Cruz facilities.

POLICY A: Provide efficient and environmentally sound transportation facilities consisting of roads, bikeways, rail lines, transit systems, and pedestrian paths.

The ability to move about is a basic necessity in our lives. To ensure this ability for each member of the community, there must be a balanced transportation system that provides for a range of transportation opportunities responding to various income levels. Policy A addresses this need as well as the city's aim to provide for transportation while maintaining the quality of the environment.

Program 1: Use the capital improvements program to implement transportation improvements contained in the General Plan.

The first program links the General Plan transportation improvements to the city's capital improvements program. In so doing, it makes use of an on-going city planning and budgeting tool and ensures that programs contained in the plan will receive due consideration on an annual basis.

Program 2: Recognize and maintain a street classification system which identifies the functions of streets and provides a basis for transportation planning.

Program 2 calls for the recognition and maintenance of a street classification system. It will act as a plan for the use of city streets and will establish which are expected to function as arterial, collector, or local streets.

Program 3: Provide for through traffic on arterial and collector streets.

Program 3 stresses the fact that contained in the street classification system will be arterial and collector streets, felt to be necessary for carrying through traffic. Without inclusion of these high volume streets, local streets and their neighborhoods in which they exist will be threatened by an excess of traffic.

Program 4: Major road improvements necessary to accommodate expected auto and transit use to 1990 include improvements to the Highway #9 / Highway #1 intersection to provide for existing traffic volumes, as well as trips expected as the result of North Pacific Avenue developments; improvements to Mission Street to such standards as those used for the improvements to Ocean Street (a divided four-lane road with left-hand turn pockets); improvements to the Morrissey Boulevard / Highway #1 interchange; and improvements to Soquel Avenue, between Capitola Road and Seabright Avenue.

Program 4 lists road improvements that respond to the expected increased auto and transit traffic through 1990. Most improvements are also in response to currently existing traffic problems, including congestion on Mission Street, Soquel Avenue, and the Highway #1/Highway #9 intersection. (See Map 10: Proposed Road Improvements)

Program 5: Develop a City-wide bicycle plan that integrates into the City's overall circulation system the use of bicycles.

Program 5 is a statement of City intent to prepare and implement a bicycle plan, thereby facilitating the use of bicycles and ensuring the safety of bicycle riders.

Program 6: Consider the need for bicycles and buses when planning all road improvements.

Program 6 states that roadways should not be solely for the use of the automobile; since they are the principal transportation facilities, they should provide for a range of transportation modes.

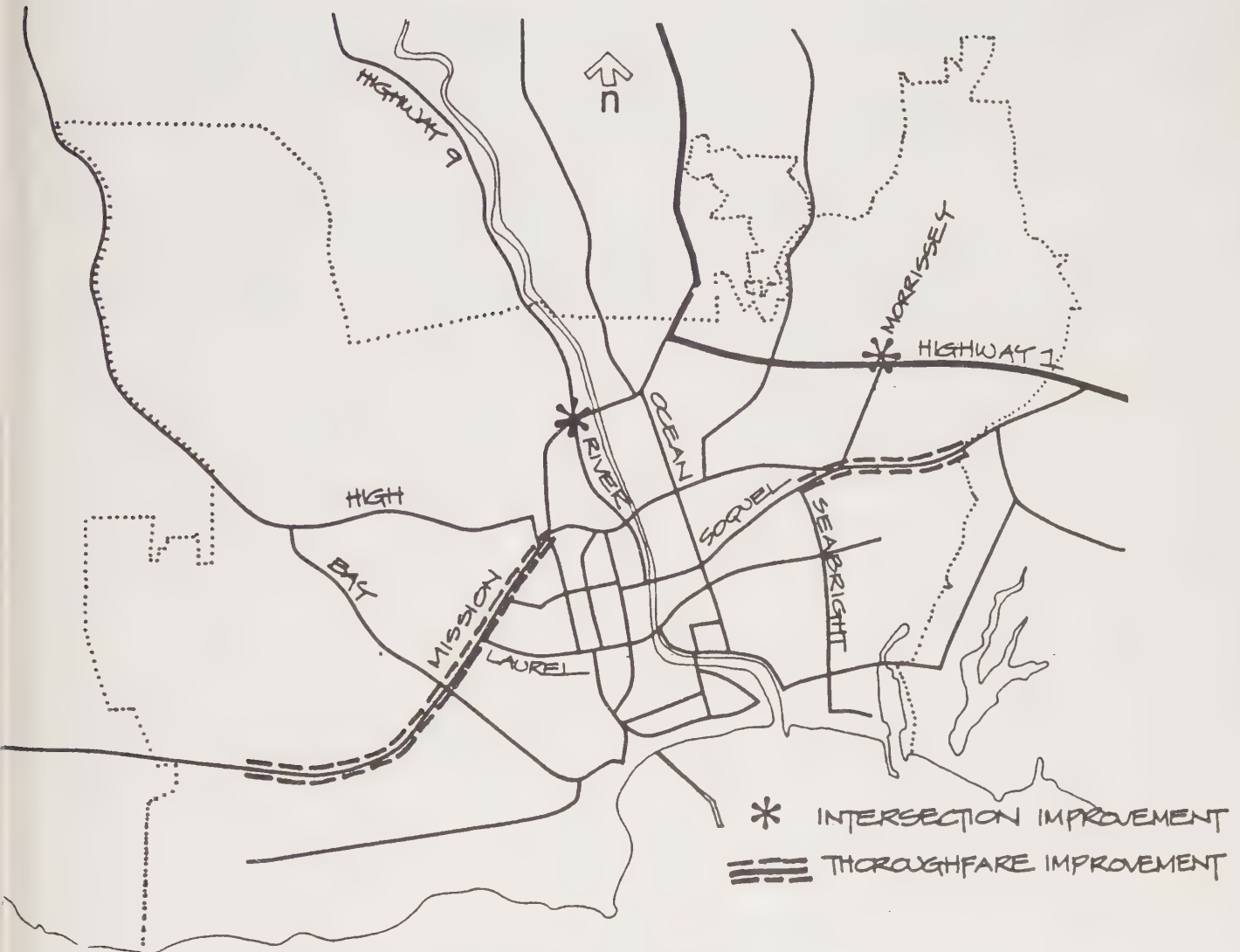
Program 7: The siting and development of new major roads should be sensitive to natural resources and scenic views.

Program 8: In area plans, consider the development of a traffic diverter system, as a pilot project, to control through traffic on local streets.

Programs 7 and 8 state that road projects must reflect a concern for the environment, and should be compatible with the natural and neighborhood setting.

Program 7 deals with the natural environment; Program 8 identifies the means for preserving neighborhood environments.

MAP 10: PROPOSED ROAD IMPROVEMENTS



POLICY B: *Emphasize alternatives to the auto, especially public transit, in planning and programming transportation system improvements. Attain a city goal of 30% of all trips in non-auto modes by 1990.*

Policy B is based on the recognition that the automobile is a dominant transportation mode in the City; and, in order to achieve a more balanced system, efforts are necessary to enhance the use of public transit. The goal of 30% trips in non-auto modes is intended to be a measure of program success.

Program 1: Develop a comprehensive program of public transit incentives and auto disincentives to encourage public transit use. Support the transit district in development programs that upgrade the level of transit service. Programs could provide shorter headways, express routes for work trips, van pooling, subscription bus service, and expanded park-and-ride service for beach use.

The Santa Cruz Transit District is not governed by the City of Santa Cruz. For Program 1 to work, the City must provide ongoing input and support to the transit district in conjunction with necessary roadway and traffic control improvements and parking programs designed to manage and limit the use of the automobile.

Program 2: Support efforts to bring rail passenger service to Santa Cruz via Watsonville, thereby creating additional alternatives to the auto.

Program 2 provides the necessary local policy basis for local officials to pursue and co-operate in state efforts to re-establish passenger rail service to Santa Cruz via Watsonville.

Program 3: Reduce parking requirements for major commercial and industrial enterprises in exchange for public transit incentives.

Program 4: Develop a parking plan for the downtown area that includes remote parking and shuttle service for employees and double-decking of existing parking facilities for shoppers, if needed.

Program 5: Develop preferential parking programs in areas of identified parking problems.

Programs 3, 4 and 5 deal with auto disincentives in the form of parking programs. By reducing parking requirements and parking opportunities in selected areas of the City, and by providing for remote parking facilities in conjunction with improved public transit services, it is expected that public transit ridership will increase.

Program 6: Develop a new transit center in the downtown area to serve both local and long distance bus travelers.

Program 7: Promote the provision of efficient and reasonably priced public transportation to and from Monterey, San Francisco, and San Jose airports and train terminals.

Programs 6 and 7 promote the city's ties to a regional public transit system which is an added disincentive to the use of the automobile.

POLICY C: Provide tourist access to the Santa Cruz beaches, the harbor, and Wilder Ranch and Beaches State Park, while providing for public safety, maintaining neighborhood integrity, and protecting unique natural resources.

The Santa Cruz beaches are an attraction to thousands of visitors each year. Access to them becomes a problem when roads are not being used efficiently and when road capacities are exceeded. Policy C states

that the City will provide tourist access to its recreational attractions with concern for public safety, neighborhood integrity and natural resources. It is an expression of the City's accepted responsibility to both its regional neighbors and its own citizens.

Program 1: Promote weekend and summer tourist bus service from the Santa Clara Valley and weekend and summer tourist rail service via Watsonville to the Santa Cruz recreational and commercial areas.

Program 2: Improve beach access within Santa Cruz through the use of park and ride and beach shuttle programs, as well as making improvements to Lower Ocean Street and the Beach Street-Riverside Avenue connection.

Program 3: *Oppose Highway #17 road improvement projects that could increase vehicular capacity.*

Programs 1, 2 and 3 deal with access to Santa Cruz. Program 1 provides the opportunity for a greater number of people to enjoy Santa Cruz while reducing the ill effects of automobile congestion. Program 2 provides for access through the City, placing emphasis on non-auto access and concentrating auto access on Ocean Street. Program 3 is an expression of the City's concern for maintaining its environment and preventing the City from being overrun by automobiles. Currently, Highway #17 experiences severe auto congestion on summer weekends, placing heavy demand on city streets and parking facilities. Improvements to Highway #17 would exacerbate the situation, thereby creating a condition detrimental to the environment that attracts visitors to Santa Cruz.

Program 4: Expand park-and-ride services to recreation areas.

Program 5: Use publicly owned parking lots for weekend park-and-ride service.

Program 6: Use the San Lorenzo River levees for pedestrian, bicycle, and people-mover access between the beach area, the downtown, and remote parking facilities.

Program 7: Promote a shuttle service between coastal beach areas, downtown Santa Cruz, and inland tourist accommodations.

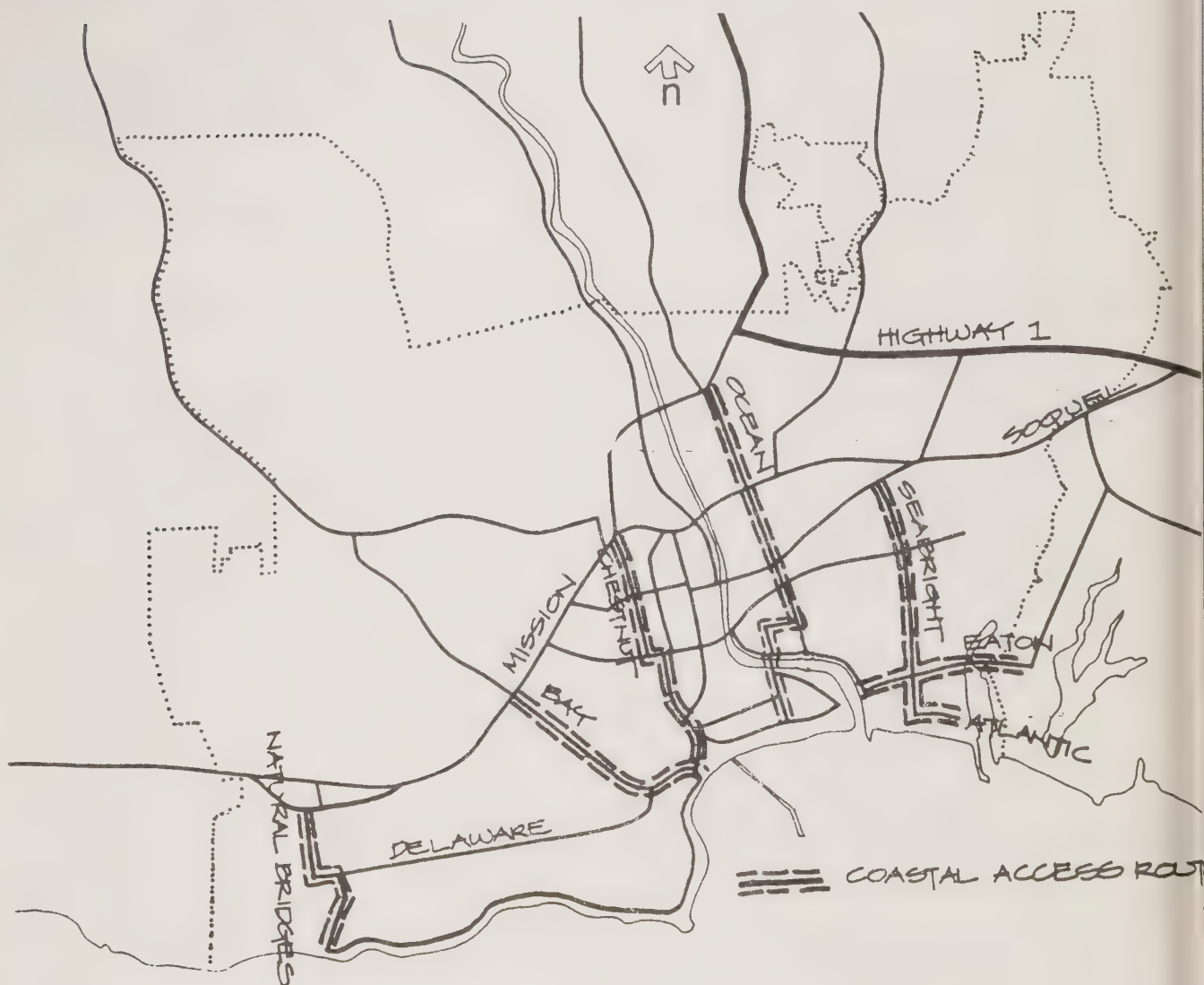
Program 8: Explore providing low-fare shuttle service to beaches, in conjunction with closing selected vehicular access points during the peak tourist season.

The emphasis of Programs 4 through 8 is clear: to provide extensive public transit beach access opportunities as a substitute to accommodating a greater number of automobiles in the various city recreation areas.

Program 9: Designate Seabright Avenue, Murray-Easton Streets, Atlantic Avenue, Chestnut Street/Washington Street, Ocean Street/Riverside Avenue, Natural Bridges Drive/Swanton Boulevard, and Bay Street as coastal access routes.

Designating coastal access routes is a way of recognizing those streets that provide public transit and private auto access to coastal areas. Some of the streets, such as Ocean Street, serve a higher level of visitor access, while

MAP 11: COASTAL ACCESS ROUTES



others serve primarily local needs and only secondarily function as coastal access routes. Coastal access route designations acknowledge the City's responsibility as a coastal community, but their designation is not intended to jeopardize the welfare of the residential areas through which the routes pass. (See Map 11: Coastal Access Routes).

BACKGROUND AND FUTURE OF OTHER PUBLIC FACILITIES

Other public facilities are not as visible as roads or bicycle and pedestrian paths, but are equally necessary to the functioning of our community.

BACKGROUND: WATER

Water is provided by the City to a larger area than that which exists within the Santa Cruz City limits. Of the total 18,000 service accounts in 1975, two-thirds were within the City limits; the remainder were in the surrounding urban areas.

The City Water Department's water supply is derived primarily from surface streams. About one-third of our water comes from watersheds along the north coast in the Davenport area. Laguna Creek, Lidell Spring, and Majors Creek have been serving Santa Cruz since the late 1800s. Another one-third of our water is produced in the San Lorenzo watershed. The San Lorenzo River has been used as a water source for Santa Cruz since 1888. The present intake was constructed in 1960 and the Felton diversion was constructed in 1975. The Newell Creek watershed provides the remaining third of our water. Completed in 1961, the Newell Creek Dam stores about 2.8 billion gallons in Loch Lomond Reservoir near the community of Ben Lomond.

Despite the severe conditions imposed by the drought in the mid-1970s, the city's water supply facilities are currently adequate to meet the demands placed upon them. In 1976 they served a population of approximately 65,000, and they have the capacity to serve a population of approximately 80,000.

FUTURE: WATER

The city's plan for controlled growth combined with the county's growth management program will yield a population in excess of 80,000 in the Santa Cruz Water District by 1990. This presents a situation where demand for water will approach what can safely be supplied. Without adding to the current sources of water supply or reducing per capita water consumption, water demand will create strains on the city's existing supply and result in water shortages.

For several years the City has been preparing to develop a dam and reservoir on Zayante Creek. Watershed lands have been purchased and studies have been undertaken to assess the feasibility of a dam and reservoir in this location. Should this project prove feasible, it will serve the needs of the Santa Cruz area through the end of the century.

There are other smaller sources that could respond to projected demand for a few years beyond 1990. They include additional north coast diversions and an intertie system with Soquel Creek Water District. Neither are viewed as being capable of satisfying long-term needs of the water service district. Waste water reclamation and the use of distilled water has been investigated that are currently economic and feasible.

BACKGROUND: SEWAGE TREATMENT

The existing sewage treatment facility is designed to serve the greater portion of the north county area and has a capacity of 21,000,000 gallons per day; it can serve a population of 218,000. Current population within the sewage treatment area, which includes Santa Cruz, Live Oak, Soquel and Capitola, is approximately 90,000, leaving a sizable excess capacity for future growth or sewage treatment needs.

FUTURE: SEWAGE TREATMENT

Projections indicate that approximately 120,000 people will inhabit the area served by the sewage treatment plant in 1989, and population will grow to 157,000 by 1999. Based on the capacity of the sewage treatment facility, projected growth can easily be accommodated by the city's sewage treatment facility.

The city's facility is a primary sewage treatment plant and is currently the subject of a federal study to determine whether it must be converted to secondary treatment. A final determination will be made by the Environmental Agency later this year, or possibly next. However, it is likely that its capacity will not be significantly changed and, therefore, the plant's ability to serve the north county area should not be diminished.

BACKGROUND: PARKS

The city's existing park system is largely in response to the 1973 parks plan. It is a plan that evolved from an identification of park deficiencies throughout the City, deficiencies that resulted from years of growth unaccompanied by adequate park dedication and development.

Today, in large part due to the city's efforts to carry out the 1973 parks plan, the City is approaching the nationally accepted standard for park acreage based on population. In terms of neighborhood facilities, the City is presently meeting most park needs, or will be when the remaining undeveloped park lands are improved. In terms of community-wide facilities, there remains a need for an additional recreation playfield. Specifically, 25 acres are needed to provide for sports activities as Harvey West Park cannot meet the current demand.

FUTURE: PARKS

Aside from the city's need for a community park facility, the city's future park needs have been greatly diminished through the efforts of the City over the past five years. Future neighborhood park needs will result from infilling and intensification of residential areas and conversion of commercial and industrial lands to residential neighborhoods. (See Map 12: City Schools)

BACKGROUND: SCHOOLS

The 1976 Special Census found that elementary and high school age people (5 - 18 years old) have been a decreasing proportion of the Santa Cruz population. In 1960, this age group was 19% of the resident population; in 1970, 18.2%; and, in 1976, 15.8%. Also, the average number of elementary and high school students per occupied dwelling unit has decreased from .478 in 1970 to .381 in 1976.

Public school facilities to accommodate students include six elementary, two junior high, and two high schools within the City of Santa Cruz. Currently, they have a capacity that is adequate to serve the existing population. However, junior high school enrollment is beginning to approach junior high school capacity.

MAP 12: CITY SCHOOLS



- * ELEMENTARY SCHOOL
- * JR. HIGH SCHOOL
- * HIGH SCHOOL

FUTURE: SCHOOLS

With trends showing a decreasing number of new students generated by our existing and planned populations, the demand for new school facilities is not mounting as fast as it would under conditions that existed several years ago. Although the addition of new facilities will be necessary, it won't be necessary as soon as otherwise would have been the case.

Elementary schools (K-6) collectively have an existing capacity that should suffice for the next few years. Based on planned growth, there will be a need for approximately 400 additional student spaces by 1990.

Junior highs are currently almost filled to capacity. Because of a projected leveling off of student enrollment through 1980, school capacities should be adequate for the short term. By 1990 there will be a space need for approximately 275 additional students.

At the high school level there is currently an excess capacity for approximately 900 students. Even with non-resident enrollment in our high schools, there should be an excess capacity through 1990.

Due to fluctuations in the number of people per household, clear trends are difficult to establish in terms of students in the community. The above projections for needed school facilities are based on current demographic data. It should be pointed out that family formation, economic conditions, employment patterns, and mobility trends are in flux in Santa Cruz and school needs will need to be monitored on a periodic basis.

BACKGROUND: OTHER PUBLIC FACILITIES

There are many public services that are necessary to meet the needs of the City of Santa Cruz. In addition to parks, water supply, sewage treatment, and roads, there are related facilities such as traffic signals, parking structures, and sewer and water lines. There are also libraries, fire and police facilities, museums, sanitary landfills, and wharf facilities. None are immune from changing demands and pressures brought about by growth and constantly evolving community values.

Today, most city facilities are in balance with the demand placed upon them. The noticeable exceptions include Mission Street, which currently cannot serve the demand for its use, and water supply, which is projected to become a problem in the late 1980s. However, the vast majority of city facilities are not threatened and are adequate to serve Santa Cruz through 1990. Maintenance programs are in effect in virtually every city department to ensure continued management of social, cultural, and public safety services.

FUTURE: OTHER PUBLIC SERVICES

Each year the City of Santa Cruz prepares a Capital Improvement Program (CIP). This program is the city's proposed schedule of public expenditures to provide facilities and improvements over the next five years to serve the needs of the people of Santa Cruz. It is based upon a review of existing public facilities and their capacity to continue to serve the public.

In the current CIP, certain facilities have been identified as being needed by 1984. They include a new fire station and fire fighting apparatus on the west side of town, traffic signals at various locations throughout town, a downtown parking facility, a museum remodeling, park site development, bike paths, mall improvements to Cooper Street, wharf improvements, and new sewer lines, fire hydrants and water tanks. Other city facilities such as libraries, the police station, city hall, and

the corporation yard are reviewed on an annual basis through the CIP process and as the needs arise, improvements will be budgeted. Currently, it is anticipated that by 1990 there may be a need for a branch library on the west side, improvements to the corporation yard, and possibly a new police station. However, since these are not apparent needs through 1984, they are not contained in the current CIP.

THE PLAN FOR OTHER PUBLIC FACILITIES

Policies and programs that address other public facilities stress adequate provision of services, but attempt to minimize the influence public facilities can have in determining the character of the City. This General Plan is of the philosophy that public facilities are developed to serve the community; they are not to be the dominant element in setting development policy.

Policies D and E represent the plan's philosophy by calling for phased sizes and capacities of public facilities to be consistent with the needs of the population; in addition, such facilities should be environmentally compatible with their surroundings.

POLICY D: Phase the provision of public and quasi-public facilities and services with population growth.

Policy D states that public facilities should be built in response to planned growth and not be a generator of growth.

Program 1: Through the five-year Capital Improvement Program (CIP), allocate funds for construction of water and wastewater facilities, libraries, parks, and other city government facilities.

Program 1 establishes the Capital Improvement Program (CIP) as the principal means of providing for public facilities and services in Santa Cruz. The CIP serves as a statement of the current physical development priorities of the City, and as such, should draw from the General Plan the programs to be implemented through its funding allocations.

Program 2: If feasible, the Zayante Reservoir should be developed to come on line by 1990. If the Zayante Reservoir proves infeasible, another major new water source or a combination of new water sources should be on line by 1990.

Program 2 is in response to the approaching need for additional water. The city's Water Commission and Water Department have been monitoring water consumption over the years and, based on these efforts, have been planning for the increasing demand for additional water. Their major planning effort has been with the Zayante Dam project.

Program 3: Continue to participate in the 201 Wastewater Facilities planning process.

Program 3 draws attention to the city's ongoing efforts in conforming to the federal regulations on sewage treatment. This will result in a new ocean outfall and possibly a change from primary sewage treatment to secondary treatment.

Program 4: Plan city government offices and facilities considering projected General Plan populations and land uses.

Program 5: Maintain and update plans for city lands outside the city boundary, including watershed lands, Skypark, and the sanitary landfill.

Programs 4 and 5 call attention to the importance of maintaining and planning for city-owned land and facilities, and ensuring they will continue to respond to city needs.

Program 6: Prepare a community services element to the General Plan to establish a policy direction for the provision of community services.

Program 7: Prepare a recreation element to plan comprehensively for city recreation services.

Programs 6 and 7 require that two plans be prepared to establish city policy in areas that lack detailed policy direction.

Program 8: Through active communication with the Santa Cruz School District, plan cooperatively for the expansion of existing school facilities and the siting of new facilities.

Program 9: Foster a mutually cooperative effort with private utility companies by providing such companies with City land use plans and reports, in exchange for long-range utility plans.

Program 10: Provide the Tri-County Regional Health Care Planning Organization with General Plan information to assist in planning regional health care facilities.

Program 11: Participate in the Association of Monterey Bay Area Governments (AMBAG) planning programs to ensure coordination of regional and local planning policy.

Program 12: Continue to cooperate with the Coastal Commission plan and preserve our coast for the benefit of local as well as state residents through the implementation of the Santa Cruz Local Coastal Plan.

Programs 8 through 12 are statements of city intent to cooperate with other public and quasi-public agencies in planning for the future.

POLICY E: Natural and developed resources should be considered in the siting and construction of public facilities to ensure that development relates both visually and functionally to the surrounding environment.

Policy E gives firm direction to city departments to make environmental considerations a key factor in all city projects and in city participation in other public and quasi-public projects.

Program 1: If the sewage treatment plant remains in Neary's Lagoon, any expansion plan should provide for the preservation of the Lagoon as a unique natural habitat.

With consideration now being given to expansion of the wastewater treatment plant, Program 1 identifies the city's intent to preserve the Neary's Lagoon restored wetland, and in doing so continue the compatibility that currently exists between the lagoon and sewage treatment plant. This seemingly inappropriate juxtaposition of uses has thus far not resulted in degradation of the natural environment.

Program 2: A reclamation plan for the sanitary landfill should be developed to guide city actions.

Program 3: A recycling program should be supported by the City to recover limited resources and minimize use of the city's sanitary landfill.

Programs 2 and 3 call for the pursuance of an environmentally sound approach to solid waste management.

Program 4: Develop a cooperative plan with the county and the state for Lighthouse Field that retains unique scenic coastal and natural resources, and provides coastal recreation opportunities.

Program 5: Urge the state, in planning Wilder Ranch and Beaches State Park, to pay special attention to its unique natural and historic resources. Existing agricultural uses should be maintained, and non-auto access alternatives developed.

Programs 4 and 5 illustrate city concern for state park development. They are statements of city intent to do all that it can to ensure that development of Lighthouse Field and Wilder Ranch and Beaches State Park is done with environmental protection assurances.

Program 6: Integrate the planning of Lighthouse Field and Wilder Ranch and Beaches State Park with improvements to roads and paths along the Santa Cruz coast, for the purpose of linking recreational and educational facilities such as the Santa Cruz Beach and Boardwalk, Natural Bridges State Park, and the University of California Marine Lab. and for the purpose of developing and maintaining a designated ocean front recreational and educational area.

Program 6 is a statement of City intent to not only recognize but enhance the City's coastal amenities by creating opportunities for passive recreation and education along its coastal beaches and bluffs.

LAND USE

The General Plan land use map is a picture of mappable city policies and programs that give direction to the use of land in Santa Cruz. It is a representation of what the City hopes to be in the year 1990. It is a plan for action that will require commitment and accomplishments from Santa Cruz residents in the areas of housing, transportation, economic opportunities, community design, and resource management.

HOUSING

The General Plan map reflects the mappable housing policies that establish the pattern, location, and type of housing to be encouraged in Santa Cruz until the year 1990. Community Form and Size, Policy C, is the basic policy of the plan; it stresses the importance of maintaining the present pattern of land use, primarily with reference to neighborhood character, composition, and densities. The map reflects this policy with current land use patterns acting as a base from which to build the future city.

Residential Opportunities, Policy A, calls for a choice in housing type and density suited to the needs of local citizens. With average- and below-average-income households representing 40% of the city population, there is a great need for affordable housing. The land use map contains a range of housing densities, thereby making possible projects of sufficient density to make below-average-income housing more feasible.

Residential Opportunities, Policy C, is specifically directed to the special housing needs of the community and Residential Opportunities, Policy A, Program 3, requires that large currently vacant parcels be evaluated for their potential to provide housing for below-average-income households. The land use map contains designations for medium- to high-density development on the Neary's Lagoon site, Meder Street, Golf Club Drive, along Western Drive, and the end of Frederick Street; designations that may be suitable for average and below-average income housing, pending further analysis.

The map contains three residential designations: single-family (4-8 units per developable acre), multi-family (10-15 units per developable acre), and multi-family (20-25 units per developable acre). The unit densities are based upon developable area which excludes undevelopable land due to environmental constraints. The residential use designations provide for a range of residential densities and household incomes, and a variety of housing types and styles. In the single-family residential area detached houses as well as cluster developments are possible. In the multi-family residential areas, detached houses, clusters, condominiums, and apartments are the primary housing types.

TRANSPORTATION

The land use map shows basically the same circulation pattern that currently exists in Santa Cruz. This is primarily due to the well established nature of Santa Cruz, and because there are no plans for expansion during the planning period. The plan calls for improvements

to existing roadways, including Mission Street, Soquel Avenue, the Highway #1/Highway #9 intersection, and the Morrissey Boulevard/Highway #1 intersection.

The functional classification of streets reflects the planned use for each city roadway and responds to the plan's policy to direct through traffic away from local roads and onto arterial and collector streets.

The land use map identifies the function of all streets. Freeways are designed to carry through traffic, providing access to or through the City. Major arterials are for the purpose of carrying high volumes of traffic, expediting cross-town traffic. Secondary arterials are also for the purpose of carrying cross-town traffic, but in addition they provide a link between major arterials and collector streets. Collector streets are designed to provide for traffic between roads of higher traffic volume, such as arterials, and lower traffic volume, principally local streets. Local streets (all streets not designed to function as freeway, arterial, or collector) are primarily for property access.

The land use map illustrates the existing railroad lines which will, in the future, represent increasing number of person trips, pending the implementation of local, regional and state policy that calls for the re-establishment of passenger rail service in the Santa Cruz area.

ECONOMIC OPPORTUNITIES

The General Plan map responds to Economic Opportunities, Policy A, which calls for the designation of commercial and industrial land to provide for projected economic development. The industrial, tourist/regional commercial, community-commercial, and neighborhood commercial map designations provide the land area necessary to accommodate services and jobs in Santa Cruz. Program 1 specifically deals with industrial land by stating that currently zoned industrial land should be maintained as such. This policy direction is in response to increasing pressure for the conversion of commercial and industrial land to residential use. The Harvey West and west side industrial areas closely correspond to existing industrial zoning.

Economic opportunities, Policy A, Program 4 deals with a re-arrangement of commercial uses along arterial streets. It calls for a reduction in strip commercial development, with a corresponding clustering of commercial establishments, thereby decreasing the use of the automobile and reducing traffic problems. The intent of this policy is that it be implemented as opportunities present themselves, and that in conjunction with this shift in commercial location, there be an expansion of housing opportunity to supplant the previous strip commercial uses.

Along Mission Street, the land use map indicates an expansion of the Mission/Almar retail center and a clustering of commercial uses in the Mission Gardens area. It also shows a reduction in commercial uses in the Walnut/Mission Street area, with a corresponding change to multi-family residential. These changes in part depend upon the future improvements to Mission Street, also called for in this General Plan.

A reduction in strip commercial development along Water Street and Soquel Avenue is called for in the plan, but is not as readily identifiable on the plan map. However, the policy is a statement of the city's long-range intent and as opportunities arise they will be considered in this light.

Residential Opportunities, Policy A, Program 6, identifies an area on the land use map that would be the subject of a special study to determine the appropriate mix and means of combining residential and industrial uses. The area is known as the Antonelli/Swenson/Wolfson properties. The overriding reason for declaring the area the subject of a special study is that it represents an opportunity to locate jobs and houses in close proximity to each other. This would reduce both the need to travel and the expenditure of energy.

Residential Opportunities, Policy B, Program 4, also is in response to the need to conserve energy. By providing neighborhood food and convenience stores, many trips out of the neighborhood can be avoided, accomplishing two purposes: reducing consumption of gasoline, and reinforcing the neighborhood focus. Four neighborhood commercial areas currently exist and are so designated on the General Plan map. Additional neighborhood commercial location will be identified through the area planning process.

The General Plan map contains one industrial land use classification and three commercial land use classifications. The commercial categories include regional/tourist-commercial, community-commercial, and neighborhood-commercial. The regional/tourist designation identifies areas that are regional or state attractions such as the Pacific Garden Mall and the Santa Cruz Beach and Boardwalk. The regional/tourist designation provides land use opportunities that cater to a broader spectrum of people than those who live in Santa Cruz.

The community-commercial designation identifies areas that serve primarily the needs of the community, including retail and service establishments. Uses in these areas include large retail establishments, such as furniture, auto parts, hardware, and general merchandise stores. Also included would be construction yards, repair businesses, and personal service establishments.

The neighborhood-commercial designation identifies areas that are intended to serve neighborhoods with uses such as small grocery stores, drug stores, beauty parlors, laundromats, and other convenience stores.

There is one industrial land use category on the land use map. It provides for both heavy and light industry. It is the land use category that makes provision for the industrial activities outlined in Economic Opportunities, Policy B, Program 3. Such activities would include labor-intensive industrial enterprises, arts and crafts, and research and development industries.

COMMUNITY DESIGN

Most community design policies and programs are not mappable because of the nature of the programs, however, with regard to historic preservation, historic areas can be identified on the map. In response to Community

Design, Policy B, Program 5, six historic areas are designated on the map, each representing a concentration of historic structures — some of which have been established as historic districts. The historic districts are the Mission Hill and Downtown districts. The historic areas are found on Ocean View Avenue, Escalona Drive and Highland Avenue, Union and Locust Streets, and in the Beach Hill area.

Historic districts and areas are designated with a triangle on the land use map.

RESOURCE MANAGEMENT

The General Plan map identifies land areas to be used for open space and resource management purposes. The majority of such land was included in the Greenbelt and Low Growth General Plan Policy Ordinance Initiative (Measure O) and is designated on the map as lands for open space uses.

Open space uses include grazing, agriculture, timber production and harvesting, private and public recreation, wildlife habitat, watershed or ground water recharge, scientific or educational uses which maintain the open space character of the land, and rural residential uses.

The land use map identifies natural areas including arroyos, canyons, and flood plains. These are areas that are to remain in open space due to their natural hazard implications; they also provide passive recreation opportunities.

The land use map identifies coastal recreation areas including the numerous Santa Cruz beaches and the boat harbor. These open space areas are for the express purpose of recreation for residents and visitors alike.

The plan map also identifies regional and community parks. De Laveaga and Harvey West parks fall into this category and their open space status is assured due to the recreational use and city ownership of the land.

SPECIAL AREA

The General Plan map contains one special area: the Antonelli/Swenson/Wolfson properties on the western edge of the City in the vicinity of Natural Bridges State Park. It is designated as "special" because prior to a final land use configuration for the properties, a study will be conducted to determine the appropriate uses of the land. Current thought has led the Planning Commission to agree with a residential/industrial mix of uses, with the density of residential development, exact amount of each use, and size and type of buffer areas separating the uses, remaining to be established.

LOCAL COASTAL PLAN

In 1972, the coastal initiative was passed by the voters of California as a means to protect the state's coastal resources. Regional coastal commissions were formed to control development until coastal policy could be adopted by each local jurisdiction. In 1976, the California Coastal Act was passed. The act provides for local jurisdictions to assume permit authority over land use decisions in their jurisdictions. The provisions are contingent upon the development of a Local Coastal Plan (LCP) that is consistent with the policies contained in the Coastal Act of 1976. With state approval of the LCP, the local agency is certified and assumes full control of coastal development. To become certified by the State Coastal Commission, local development policy must be judged consistent with state coastal policy as contained in the Coastal Act. The City has developed a work program to achieve consistency that includes the following steps: (1) identification of state coastal and local policy conflicts, (2) development and analysis of land use policy and program alternatives to resolve conflicts, (3) selection of preferred alternatives, (4) adoption of consistent local coastal policy as part of the General Plan, and (5) approval of programs or regulations to implement coastal policy.

The coastal planning process for Santa Cruz began in 1975 as a part of the General Plan revision process. Steps 1 and 2, the identification of coastal conflicts and development of coastal alternatives, were incorporated into the General Plan revision process during the identification of critical factors and the alternative plan development. From these early beginnings, coastal planning has become an integral part of the General Plan revision process.

Policies and programs printed in blue ink in this General Plan are city policies and programs that are in part a response to state coastal policy. The large number of such policies and programs indicate how pervasive and compatible city and state policy are in the General Plan. In addition, the coastal planning map shows land use designations that respond to coastal concerns. With adoption of the General Plan, Steps 3 and 4 in the city's Local Coastal Work Program will be complete. Step 5, yet to be completed, involves selected zoning ordinance revisions, area plan review, Capital Improvement Program review, and preparation of four specific studies on low- and moderate-income housing, Lighthouse Field development, archaeological resource identification, and site suitability for visitor-serving land uses.

The Regional Coastal Commission is preparing the harbor district portion of the city's Local Coastal Plan. Its work will be coordinated with city LCP efforts and when all parts of the LCP are adopted by the City and certified by the State Coastal Commission, the City will resume control of development within the coastal zone.

ENVIRONMENTAL IMPACT REPORT

The key issues (Pogonip, Live Oak, Mission Street, housing density, and water supply), that dominated discussion throughout the General Plan revision process, focused on one central subject of concern: growth in Santa Cruz. From the very beginning of the General Plan revision process, the General Plan Committee grappled with the question: "How much population growth should be provide for in the City of Santa Cruz, and what will the impacts be?" The options have always been to stop growth, reduce growth below current rates, maintain existing growth rates, or increase growth in Santa Cruz. Ranging from strict growth limitations to no growth limitations, speculation is that impacts will range from heavy social costs to heavy environmental costs. With strict control on growth, housing prices could go up, social composition could change toward a more "exclusive" community, additional pressures for development could be felt in other areas of the region, and urban sprawl could be encouraged. With no control on growth, the natural environment which characterizes Santa Cruz could be forever changed (including open space, air, and water quality), schools could be impacted, public services and facilities could be overtaxed, and citizens could have more difficulty in communicating with their elected officials. Many, if not all, of these impacts are more than speculative; they are accurate. However, the degree of severity is speculative, and no definitive statement can be made as to the exact impacts that would befall Santa Cruz with the selection of any one of the growth options.

With the passage of Measure O, the decision was made to reduce growth below current rates. The effects of this action will be to add to the pressures that are increasing housing costs, resulting in adverse social consequences. Without the potential to supply housing for current growth rates, the demand for Santa Cruz housing will be unmet, creating a situation where housing costs will increase. Those persons priced out of the city's housing market will include increasing numbers of middle-income households and moderate-income people who would otherwise have moved into the community. This situation will, in part, be mitigated by Measure O's requirement for affordable housing for people of average- and below-average income.

Reducing growth rates in the City will also shift the unmet demand for housing to surrounding areas, thereby pushing the pressure for development to outlying areas. Also, the construction industry might experience a decline in future job opportunities.

Environmental impact identification and analysis of the 1990 General Plan began on the first day of the plan revision process and continued through to consideration of final recommendation. The gradual development of the plan consisted of a process that involved keen attention to the community as it is today (population, economic and social trends), and alternatives for the future. It was a process that allowed for continuous adjustment and readjustment of possible General Plan policies, based on environmental and socioeconomic data as well as citizen input.

Four General Plan reports pinpoint key elements in an Environmental Impact Report (EIR). The first step in developing an EIR is to prepare an initial study. The study is a preliminary analysis of a project to

determine its potential for environmental impact. In the case of the Santa Cruz General Plan revision process, the initial study was an identification of existing city problems in need of policy and program solutions. The document Critical Factors Identified, prepared by the General Plan Committee in August, 1976, identifies such problems.

The second step in preparing an EIR is to document the environmental setting; that is, to identify the make-up of Santa Cruz, principally its physical and socioeconomic characteristics, and to project likely trends in community composition and development. The General Plan Informational Report - The Base Case, prepared by the Santa Cruz City Planning Department in October/November 1976, provides factual information that describes Santa Cruz in the past and projects its future, assuming current city policy remains relatively unchanged. It describes the environmental setting, and in so doing, provides a basis by which to evaluate the effect of recommended General Plan policies.

The third step in preparing an EIR is to describe the essential elements of the plan so that they can be compared to existing conditions. Comparing what is proposed to what exists enables the citizens of Santa Cruz, and primarily the City Council, to evaluate the positive and negative impacts associated with the plan.

Another dimension of the third step is to describe alternative plans. In this way, choices can be made that will minimize significant adverse impacts on the community. In the spring of 1977, the General Plan Committee presented to the community the three General Plan alternatives. Each alternative consisted of policy and program statements that articulated possible land use policy for the future, and a land use map that contained varying amounts of residential, commercial, and industrial land. The plans differed in several policy areas, each being governed by three separate premises on growth.

The fourth step in preparing an EIR is to identify impacts. The three General Plan alternatives, combined with the base case, provided the city staff with a firm basis for identifying the environmental impacts with each alternative plan. The Review of Key Differences Among General Plan Alternatives, prepared by the Santa Cruz City Planning Department in August, 1977, analyzed the impacts of the policies and programs of the General Plan alternatives in terms of population, housing, employment, transportation, neighborhoods, natural setting, land use, public facilities, and fiscal implications. It compared the impacts of the plan to point out the relative advantages and disadvantages of the various policy directions represented by each alternative plan.

The California Environmental Quality Act (CEQA) states that the requirements for an EIR on a local General Plan will be satisfied by the General Plan itself, if the plan addresses all the points required in an EIR, and if it contains a special section that identifies where the General Plan documents address each point. An EIR has been prepared which not only documents the General Plan revision process and how it has addressed each point required in an EIR, but also summarizes the significant impacts of the plan as identified in the process. The EIR is available for public review in the Santa Cruz City Library, at Church and Center Streets, as well as in the City Planning Department, Room 206, City Hall Annex, 809 Center Street, Santa Cruz, California.

IMPLEMENTATION OF THE GENERAL PLAN

Without follow-through and plan implementation, it is doubtful that the potential benefit of thoughtful planning will be experienced in the City. This section describes eleven specific implementation programs required to carry out the General Plan.

1. THE ADOPTION OF THE GENERAL PLAN

Even though the implementation program is really a result of the General Plan and not the General Plan, there are many policies and programs that depend entirely upon inclusion in the General Plan for their implementation. They are policies and programs that are best articulated in the General Plan with strong City Council support being necessary for their implementation. One example is the program statement calling for opposition to, or lack of support for, increasing the vehicular capacity of Highway #17; another is the program statement that the City encourage the university to provide housing opportunities for UCSC students.

2. ZONING ORDINANCE REVISION

Many land use problems call for adoption of specific zoning regulations and the creation of special zoning districts. They are program ideas which need the strength an ordinance gives to them. If the program is not a part of the city's regulations, implementation will probably not happen. For this reason, as well as the state's requirement that the Zoning Ordinance be consistent with the General Plan, a major zoning ordinance revision should be undertaken shortly after the General Plan's adoption. Some specific changes might include special zoning districts for landmarks or for tourist-commercial uses, and the designation of significant historic areas and their placement in an historic preservation district.

Zoning ordinance revisions will be recommended by the Planning Commission to the City Council. However, the Housing Advisory Committee, the Historic Preservation Commission, and possibly other city committees or commissions will have a key role in the development of the General Plan implementation and land use designations.

3. AREA PLANS

A General Plan is the foundation for the city's land use policy. Two of its prime purposes are to address city-wide issues and to set a framework for more detailed planning. Oftentimes it becomes necessary to further refine city policy in order to make it more meaningful for specific areas within the City and, in addition, policy at a more detailed level is required to address certain needs and desires of the various residential neighborhoods and commercial areas. It was recognized from the start of the General Plan revision that this would be the case; therefore, policy statements in the General Plan call for the development of area plans to complete the city's General Plan program.

4. CAPITAL IMPROVEMENT PROGRAM

Implementation of many programs in the General Plan will require costly capital facilities. To ensure new park facilities are provided to accommodate

population growth requires money; and, to ensure that roadway improvements called for in the plan are completed when they are needed requires money. With the 1990 General Plan revision, the City continues its land use planning efforts; Santa Cruz should take advantage of the various city implementation tools, particularly the CIP, that are currently available for plan implementation. The Capital Improvement Program is a key tool to guide the physical development of the City. Certain General Plan implementation projects must be a part of the CIP in order to provide for their future development. In this way the City Council can, over time, make public improvements which will further the General Plan's realization. The Capital Improvement Program is developed and renewed yearly. If the time comes when capital facilities that are called for in the General Plan are not feasible because of costs or other factors, then the implications of eliminating such facilities from city plans must be considered and revising the General Plan may become necessary.

It is the responsibility of the Planning Commission to make sure that planned capital projects are consistent with the City General Plan policy; and, it is the responsibility of the City Council to make the final decisions.

5. GENERAL PLAN ELEMENTS AND GENERAL PLAN ELEMENT REVISIONS

The 1990 General Plan will represent a comprehensive planning statement for Santa Cruz. There are nine state-required elements to the General Plan, all of which Santa Cruz has completed. However, they have been prepared over a six-year period; a review of consistency must be done to ensure Santa Cruz will have a compatible set of policies and programs. In addition, there are programs in the General Plan calling for the preparation of additional General Plan elements, such as community design plan, a recreation element, a community services element, and an energy element. Policy and program statements also require review and possible revision of existing General Plan elements to bring them up to date with this General Plan.

6. HOUSING PROGRAM DEVELOPMENT

Policies and programs that provide adequate residential opportunities to meet the needs of the citizens of Santa Cruz are key elements in the General Plan. Their implementation requires the development of specific programs that address the special housing needs of low- and moderate-income households. Implementation will be through funding programs, a growth management program, and zoning ordinance revisions. All such programs should have a firm policy basis in the housing element.

7. CITY TRANSPORTATION IMPROVEMENT PLAN

The transportation policies and programs in the General Plan represent many new and untried ideas for Santa Cruz. There are programs that deal with various uses of public transit; programs that deal with remote parking facilities; and programs that deal with new parking standards, as well as the restriction of parking in selected areas of the City. There are programs that may succeed individually but which would best be developed and tested as part of an overall transportation improvement plan for the City.

8. COMMITMENT TO VARIOUS MEETING SCHEDULES FOR ON-GOING COMMUNICATION AND PARTICIPATION PURPOSES

It is recognized that the City of Santa Cruz cannot plan in a vacuum. There are external factors that significantly effect land use and circulation in Santa Cruz. Four such factors identified in the General Plan are Santa Cruz County land use, development of the Wilder Ranch and Beaches State Park, UCSC future development plans, and the air quality of the Monterey Bay area.

The General Plan calls for city involvement in the planning efforts shaping these external factors. It will be incumbent upon the City to ensure its policies are fully considered when policies are developed by other local, regional, and state agencies that affect the City.

9. GROWTH MANAGEMENT PROGRAM

The Growth Management Program, mandated by the voters initiative Measure O, is essential to the implementation of the General Plan's growth limitation policy. The development of the program was begun immediately following the voter's approval of Measure O and its ultimate form and content may be the result of an evolutionary process that will see trial and error of alternative processing and affordable housing ideas. Its primary purposes are to effectively and fairly regulate building permits, and to provide not less than 15% of the new houses each year for average- and below-average income persons.

10. LOCAL COASTAL PLAN

Implementation of state planning policy is the purpose of the Local Coastal Plan (LCP). The LCP combines state and local land use policy in such a way that a balance is struck in dealing with local and state concerns. The General Plan is the basis for the LCP, and must be found by the Regional & State Coastal Commission to be consistent with the Coastal Act; however, specific studies identified in the LCP section of this General Plan are to follow the adoption of the General Plan.

11. UPDATE THE GENERAL PLAN

Annual review and monitoring of General Plan projects will allow for readjustment of city land use policy to the changing conditions and needs of the community. Without the annual adjustment, the plan can rapidly become outdated and ineffective.

The review should be completed each fall so that urban development timing, sequencing, and priority decisions can provide input to the Capital Improvement Program and the Growth Management Allocation Program. Both public and private General Plan revision proposals should be reviewed together to ensure a comprehensive approach to plan adjustment.

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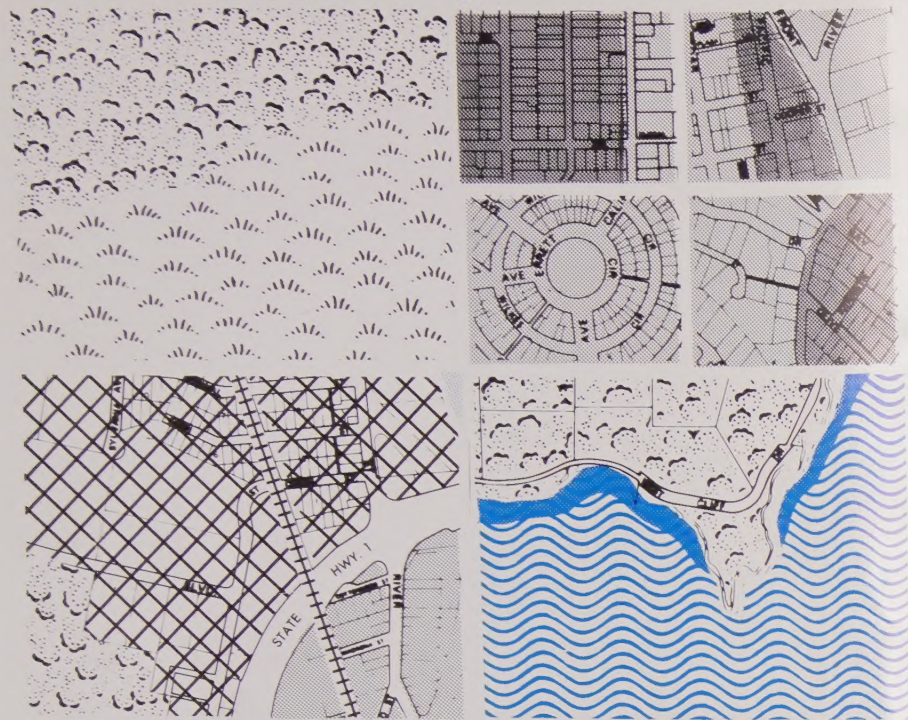
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GENERAL PLAN

Map, Policies and Programs



City of Santa Cruz 1990

COMMUNITY FORM AND SIZE

GOAL

The City of Santa Cruz is comprised of people and the places in which they reside, work and spend their leisure time. Land in Santa Cruz is used for housing, commercial and industrial enterprises, public facilities, and recreation. The natural setting of the City is enhanced by the Pacific Ocean, Monterey Bay, coastal beaches, the San Lorenzo River, coastal streams and ponds, and the redwood forests of the Santa Cruz Mountains. The geographic and political boundaries give a definite shape to the land area in which these activities and land uses exist.

The activities and land uses existing in Santa Cruz have evolved over the years into an established pattern. It is this pattern, combined with the city's natural setting, that gives Santa Cruz its unique form and character.

The goal for Santa Cruz is to provide for orderly growth pursuant to this plan, while maintaining the general pattern of activities and enhancing the city's natural features.

POLICY A: Provide guidance for change and growth in Santa Cruz to 1990, using the policies and programs contained in this General Plan.

Program 1: The population growth rate for the City of Santa Cruz, through the year 1990, shall be limited to an average population growth rate of 1.4% per year, or to the average population growth rate experienced by the State of California as a whole, should that be greater.*

Program 2: Enact a growth management system to regulate the character, location, amount, and timing of future residential and other development.

Program 3: Use zoning, subdivision, and permit review requirements, as well as other devices such as the Capital Improvement Program and annual City budget to accommodate planned change and growth.

Program 4: Cooperate to the fullest degree possible with the County of Santa Cruz, in the implementation of the Growth Management Ordinance adopted by the County of Santa Cruz as Measure J on the June 6, 1978 election ballot, insofar as the provisions of Measure J are consistent with the provisions of the city's plan.

POLICY B: Provide and preserve open space around the City of Santa Cruz to inhibit urban sprawl and maintain the city's identity.

Program 1: Encourage the infilling and the intensification of land use consistent with existing neighborhood patterns in the already developed areas of the City currently served by municipal services.

Program 2: Lands currently in open space surrounding the existing urban development in Santa Cruz shall be preserved in greenbelt land uses through the year 1990, and to that end, the City shall provide no additional urban services to said greenbelt lands, including water, sewer, and roads, and the City shall in all other possible ways, seek to preserve such lands in greenbelt land uses through the year 1990.

Program 3: Recognize Wilder Ranch and Beaches State Park, University of California lands, Henry Cowell State Park, and De Laveaga Park as the city's permanent greenbelt.

Program 4: Recognize and protect the Pacific Ocean and Monterey Bay as valuable open space and natural resources.

Program 5: Maintain the lands between the western branch of Moore Creek Canyon and the Wilder Ranch and Beaches State Park in open space uses, through agricultural zoning, Williamson Act contracts, and open space easement agreements.

Program 6: Class I and II soils currently zoned for agricultural use and in agricultural production should not be converted to residential uses until the following findings are made: that development of the land will contribute to the establishment of a stable urban limit; and that 90% of the land designated in the City for residential uses have been developed.

POLICY C: Generally maintain the pattern of development within the existing City; and, in undeveloped areas in and outside the City, encourage new development patterns that would allow for a residential mix by type and income, combined with neighborhood shopping and job opportunities.

Program 1: Prepare area plans for the City that provide guidelines to enhance the existing natural resources and land use patterns.

Program 2: Actively consider annexation proposal for all areas within the City sphere of influence.

Program 3: Prepare an area plan and impact analysis for the lands known as the Antonelli/Swenson/Wolfson properties identified as a "special area" on land use map. The plan shall provide guidance for a mixed residential/industrial planned development, and shall strive to provide housing opportunities for persons employed in the proposed industrial development.

ENVIRONMENTAL RESOURCE MANAGEMENT

GOAL

The unique natural setting of Santa Cruz helps create the quality and way of life of city residents. Monterey Bay and the Pacific Ocean lined with sandy beaches, the Santa Cruz mountains covered with redwood trees, and the clean air and mild coastal climate provide both a scenic setting and recreational and educational opportunities for the people who live here.

The protection of Santa Cruz' unique natural resources is a city goal as well as a state goal. Protecting natural resources not only helps maintain the quality of life for city residents, but also provides for visitor enjoyment. For these and other reasons, land use policies should reflect the goal to conserve and properly manage our natural resources. Land use policy should respect the hazards that natural resources sometimes represent, as well as maximize the recreational and educational benefits that natural resources provide.

*High priority goals, policies and programs are shown in italic type. Policies and programs printed in blue represent the incorporation and interpretation of the 1976 Coastal Act policies into the Santa Cruz General Plan.

POLICY A: Regulate development in unsafe areas identified in the Open Space and Conservation Element and the Seismic Safety and Safety Element of the General Plan.

Program 1: Preserve unprotected flood plains in the flood plain zone.

Program 2: Preserve arroyos and canyons as natural areas to prevent erosion of soils and sedimentation of streams, and to provide for public enjoyment.

Program 3: Regulate development on or near unstable slopes by applying the conservation regulations to ensure that development is either safe and attractive or prohibited.

Program 4: Prohibit development along ocean bluffs subject to wave action.

Program 5: Regulate development in wildlife areas.

Program 6: Take appropriate steps to protect City watershed lands.

POLICY B: Preserve open space within the City to meet recreational, social, economic, and environmental needs of the community.

Program 1: Maintain the existing park system and add facilities commensurate with new development.

Program 2: Provide for maintained safe pedestrian access to Santa Cruz beaches.

Program 3: Prepare a design plan for the San Lorenzo River corridor that provides guidelines for sensitive landscape treatment and accessways, so that people can enjoy this significant natural resource.

Program 4: Develop greenways and pathways along the San Lorenzo River, the Ocean and Bay frontage, within DeLaveaga Park, along canyons and arroyos, including Arana Gulch, Reinelt Canyon and Moore Creek Canyon, proceeding with a work program to be completed within the planning period.

Program 5: Preserve the character and quality of natural features, such as creeks, ponds and natural bluffs in the City of Santa Cruz.

Program 6: Develop traditional and innovative programs for the preservation and enhancement of open space and natural features. Such programs would include development of appropriate regulations, dedication requirements, incentive programs, and a capital outlay program.

POLICY C: Energy conservation shall be considered in the development of land use regulations, and in the designation of land uses throughout the City. Land use policies and programs should be developed to encourage public transit use, as set forth in the Transportation and Public Facilities section of the General Plan, and to minimize energy consumption.

Program 1: Discourage the use of automobiles through increased public transit opportunities, the encouragement for rail service, the provision of pedestrian and bicycle paths, and the establishment of car pool incentives.

Program 2: Promote solar energy as a supplemental source of energy within the City by developing a "solar rights" ordinance, and engaging in a joint effort with other governmental jurisdictions, colleges, or universities in the exploration of the practical application of solar energy techniques.

Program 3: Prepare an energy element to the General Plan to establish a City policy direction on the conservation and consumption of energy.

POLICY D: As one contributor to the air and water quality of the region, the City of Santa Cruz shall ensure that the highest air and water quality standards are sought in the implementation of the city's General Plan and land use regulations.

Program 1: Discourage the use of automobiles through increased public transit opportunities, the encouragement of rail service, the provision of pedestrian and bicycle paths, and the establishment of car pool incentives.

Program 2: Regulate development in proximity to streams, creeks, and other water bodies to maintain and possibly exceed regional water quality standards.

Program 3: Discourage offshore oil drilling in the Monterey Bay Area by prohibiting commercial and industrial land uses connected with drilling operations.

RESIDENTIAL OPPORTUNITIES

GOAL

The residential environment is the most important aspect of city life because this is where people satisfy many of their basic needs for shelter, food, privacy, and the feeling of community. To the residents of Santa Cruz, it is important to maintain the character and environment of their neighborhoods.

A goal for Santa Cruz is to provide quality residential life by maintaining and improving the existing housing stock and, by providing clear housing policy direction to ensure that new housing is the type needed, that it is properly located and timed, and that public facilities are available. This goal provides for the special housing needs of low-income families, elderly and handicapped persons, and students.

The primary goal is to provide housing for people who focus their daily lives in Santa Cruz. Implicit in this goal is the strong desire to strengthen a sense of community.

POLICY A: Require that new residential development provide a choice in housing type and density suited to the needs of the locally employed, the elderly, and students.

Program 1: Use the land use map of the General Plan as a policy statement on current as well as future residential development. It should indicate housing location, type, and minimum/maximum densities.

Program 2: Use the project review process of the Growth Management Program to provide for identified local housing needs as identified in the Housing Element.

Program 3: In preparing area plans, study the opportunities for intensifying residential land uses in already developed areas, including downtown, along major streets, and around commercial development without adversely affecting the character of existing neighborhoods. Identify locations suitable for cluster development, duplex development, and mixed land uses, including the combination of residential with commercial and industrial development.

Program 4: Use specific plans and planned unit development regulations to refine land use policy and to encourage residential development sensitive to unique environmental setting.

Program 5: Prepare an area plan and impact analysis for the lands known as the Antonelli/Swenson/Wolfson properties, identified as a "special area" on the land use map. The plan shall provide guidance for a mixed residential/industrial planned development.

POLICY B: Enhance the liveability of residential areas through land use regulations and the provision of public facilities and services to meet the needs of each neighborhood.

Program 1: Retain the unique and historic character of residential areas designated in the Historic Preservation Plan and protect them through the use of historic preservation district designations and the preparation of area plans.

Program 2: In area plans, make local streets more accessible and desirable for neighborhood uses through landscaping and the use of traffic control devices such as diverters and cul-de-sacs.

Program 3: Through traffic in residential areas should be directed to arterial streets.

Program 4: Provide for neighborhood and convenience stores within walking distance of residential areas. Determine their locations through the area planning process.

Program 5: The residential area along Golf Club Drive, west of the Southern Pacific Railroad tracks, is planned for multi-family residential development (20-25 units/developable acre). However, such development is contingent upon improved access in the immediate area as well as the River Street corridor, on adequate services, ultimate development proposals which relate to the nearby open space lands, and adoption of a specific plan. Until these issues are resolved, the area will be zoned to protect its development potential. During the interim, large lot zoning can best achieve the long-term purpose.

Program 6: Provide adequate parks, in accordance with the Parks Plan, by budgeting for them through the Capital Improvements Program.

Program 7: With new development, require developers to share with the community the responsibility of ensuring adequate public facilities will be provided to serve the increased community need.

Program 8: Provide branch library facilities according to need and economic feasibility.

POLICY C: Provide housing opportunities for all residents of the City, including the disadvantaged, elderly on fixed incomes, handicapped, low- and moderate-income families and students.

Program 1: Address special housing needs of the City through the Housing Element of the General Plan and the Housing and Community Development Housing Assistance Plan.

Program 2: Through the development of new units and/or the retention of existing rental units maintain a balance between rental housing opportunities and home ownership.

Program 3: In area plan preparation, identify possible affordable housing project locations, and designate alternative sites for such development in each area plan.

Program 4: Develop programs to provide a density bonus or other incentive to be granted to developments that include a substantial portion of affordable units to average- and below-average income households.

Program 5: Evaluate the suitability of vacant parcels close to urban services for the provision of medium and high density residential development capable of providing housing for low- and moderate-income people.

Program 6: At least 15% of those new housing units constructed for sale or rent each year shall be capable of purchase or rental by Santa Cruz residents with average or below-average incomes.

Program 7: Expand upon existing housing programs and develop new methods that provide incentives and sanctions for the development of housing for the disadvantaged through the use of innovative programs including, but not limited to, advanced land acquisition, density bonuses, inclusion of low and moderate income housing in new residential developments, redevelopment and other programs.

Program 8: Continue the development and refinement of housing rehabilitation programs, along with other programs designed to provide and maintain affordable housing.

Program 9: Expand upon programs such as Rental Information and Mediation Service to address the symptoms resulting from overall housing market problems.

Program 10: Make maximum use of public and private resources to help solve special housing problems.

Program 11: The University should take active steps to encourage as many students as possible to live on campus and seek to attain a 50/50 ratio of on-campus/off-campus student housing. Cabrillo Community College should also take steps to provide housing for its students on or near its campus. Further, the University and Cabrillo College should undertake cooperative efforts with the City of Santa Cruz to provide off-campus services.

ECONOMIC OPPORTUNITIES

GOAL

The quality of life of city residents is directly related to the economic health of local commercial and industrial activity. Business activities provide substantial tax revenues and job opportunities that help make it possible to have and enjoy the services and facilities demanded and expected by community residents. However, it is desirable that in providing for commercial and industrial land uses, the industry that locates in Santa Cruz is sensitive to the unique natural setting, a significant economic factor. It is also desirable that new community and regional uses locate where they are needed, are accessible, and result in minimal disruption to residential areas.

POLICY A: Designate land for commercial and industrial uses properly located and times to provide for projected economic development.

Program 1: Preserve the city's industrial land for the needs of future industrial development.

Program 2: Intensify the commercial uses of the downtown area through revitalization of the upper floors of the Mall, encouragement of specialty retail businesses and possible development of a department store.

Program 3: Reduce strip commercial development along Mission Street, Water Street and Soquel Avenue, and designate adequate land area for clustering commercial development.

Program 4: Encourage the retention of auto dealerships within the corporate limits.

POLICY B: Encourage the development of complementary commercial and industrial activities that are compatible with the environmental setting, and that provide jobs.

Program 1: Use beach area planning efforts to designate land for tourist/commercial uses, including recreation/commercial facilities and visitor accommodations; such planning efforts need to take into account and be compatible with desirable neighborhood characteristics.

Program 2: Encourage the development of a conference/cultural center in the City planning area.

Program 3: Consistent with the City's goal for a balanced community, encourage the development of enterprises which contribute to the economic base of the City. Encourage commercial and industrial enterprises, including the arts and crafts, office-type occupations, specialty retail stores, and research and development industries.

Program 4: Encourage agricultural land uses on the north coast by coordinating city/county land use policy, and encouraging use of Williamson Act contracts and open space easements agreements.

COMMUNITY DESIGN

GOAL

The City of Santa Cruz is characterized by a wide range of architectural styles, a certain physical scale, distinct neighborhoods, and special activity centers, combined with a unique natural setting. Together with the people and their lifestyles, these elements comprise a desirable community character.

The goal for Santa Cruz is to maintain and enhance the existing community character by drawing attention to its unique resources and developing programs that build upon those resources.

POLICY A: Maintain the natural features of Santa Cruz to insure that its community design contains elements of its unique natural setting.

Program 1: Develop techniques to protect and enhance unique natural areas including, but not limited to, Arana Gulch, the San Lorenzo River, Neary's Lagoon, Antonelli's Pond, and Moore Creek Canyon.

Program 2: Protect natural views of the coast, Pagonip, the far west side, UCSC, De Laveaga Park and other areas of scenic importance, through development regulations, landscape plans and sensitive location of buildings and public facilities.

Program 3: Protect views of natural areas from Highway #1, west of Western Drive.

POLICY B: Retain Santa Cruz' appearance and character as a small coastal town which also serves as an economic, tourist, governmental and cultural center, by maintaining the scale and balance of residential and commercial development.

Program 1: Adopt a community design plan as the city's statement of overall design policy.

Program 2: Develop design criteria in area plans that recognize and preserve unique neighborhood character and consider community-wide needs.

Program 3: Use design criteria in area plans to provide direction to public and private developments.

Program 4: Identify and protect entrances to the City, by preserving the views of natural areas, by recognizing and preserving the rural/urban transition areas, and by landscaping city entrances to visually screen cluttered land uses.

Program 5: Recognize significant historic areas and place them in an historic preservation district.

Program 6: Intensify downtown area activities by using the upper floors on the Mall for both commercial and residential uses, by encouraging specialty retail businesses, by developing a major retail department store, and by zoning large vacant parcels high density residential.

Program 7: Intensify the tourist activity in the beach area by improving accessibility to the area, especially by non-automobile means, and expanding commercial activity consistent with existing neighborhood characteristics.

TRANSPORTATION AND PUBLIC FACILITIES

GOAL

The transportation system and other public facilities are the primary public investments that influence the type and character of development within the community. The phasing of road improvements and water and sewer extensions directly influences, and can set the physical pattern for, urban development. Other public facilities such as parks, schools, cultural facilities, bikeways, rail lines, pedestrian paths, and public transit affect the quality of community life.

It is vital that public facility improvements be coordinated with growth and development plans and are available at the time and location needed. In planning for transportation improvements, the City should strive to provide both auto and public transit opportunities with emphasis on reducing automobile use.

All public facilities planning should be sensitive to both natural and developed resources.

POLICY A: Provide efficient and environmentally sound transportation facilities consisting of roads, bikeways, rail lines, transit systems, and pedestrian paths.

Program 1: Use the capital improvements program to implement transportation improvements contained in the General Plan.

Program 2: Recognize and maintain a street classification system which identifies the functions of streets and provides a basis for transportation planning.

Program 3: Provide for through traffic on arterial and collector streets.

Program 4: Major road improvements necessary to accommodate expected auto and transit use to 1990 include improvements to the Highway 9/Highway 1 intersection to provide for existing traffic volumes, as well as trips expected as the result of North Pacific Avenue development; improvements to Mission Street to such standards as those used for the improvements to Ocean Street (a divided four-lane road with left-hand turn pockets); improvements to the Morrissey Boulevard/Highway 1 interchange; and improvements to Soquel Avenue, between Capitola Road and Seabright Avenue.

Program 5: Develop a City-wide bicycle plan that integrates into the City's overall circulation system the use of bicycles.

Program 6: Consider the need for bicycles and buses when planning all road improvements.

Program 7: The siting and development of new major roads should be sensitive to natural resources and scenic views.

Program 8: In area plans, consider the development of a traffic diverter system, as a pilot project, to control through traffic on local streets.

POLICY B: Emphasize alternatives to the auto, especially public transit, in planning and programming transportation system improvements. Attain a city goal of 30% of all trips in non-auto modes by 1990.

Program 1: Develop a comprehensive program of public transit incentives and auto disincentives to encourage public transit use. Support the transit district in development programs that upgrade the level of transit service. Programs could provide shorter headways, express routes for work trips, van pooling, subscription bus service, and expanded park-and-ride service for beach use.

Program 2: Support efforts to bring rail passenger service to Santa Cruz via Watsonville, thereby creating additional alternatives to the auto.

Program 3: Reduce parking requirements for major commercial and industrial enterprises in exchange for public transit incentives.

Program 4: Develop a parking plan for the downtown area that includes remote parking and shuttle service for employees and double-decking of existing parking facilities for shoppers, if needed.

Program 5: Develop preferential parking programs in areas of identified parking problems.

Program 6: Develop a new transit center in the downtown area to serve both local and long distance bus travelers.

Program 7: Promote the provision of efficient and reasonably priced public transportation to and from Monterey, San Francisco, and San Jose airports and train terminals.

POLICY C: Provide tourist access to the Santa Cruz beaches, the harbor, and Wilder Ranch and Beaches State Park, while providing for public safety, maintaining neighborhood integrity, and protecting unique natural resources.

Program 1: Promote weekend and summer tourist bus service from the Santa Clara Valley and weekend and summer tourist rail service via Watsonville to the Santa Cruz recreational and commercial areas.

Program 2: Improve beach access within Santa Cruz through the use of park and ride and beach shuttle programs, as well as making improvements to Lower Ocean Street and the Beach Street-Riverside Avenue connection.

Program 3: Oppose Highway 17 road improvement projects that could increase vehicular capacity.

Program 4: Expand park-and-ride service to recreation areas.

Program 5: Use publicly owned parking lots for weekend park-and-ride service.

Program 6: Use the San Lorenzo River levees for pedestrian, bicycle, and people-mover access between the beach area, the downtown, and remote parking facilities.

Program 7: Promote a shuttle service between coastal beach areas, downtown Santa Cruz, and inland tourist accommodations.

Program 8: Explore providing low-fare shuttle service to the beaches, in conjunction with closing selected vehicular access points during the peak tourist season.

Program 9: Designate Seabright Avenue, Murray-Easton Streets, Atlantic Avenue, Chestnut Street/Washington Street, Ocean Street/Riverside Avenue, Natural Bridges Drive/Swanton Boulevard, and Bay Street as coastal access routes.

POLICY D: Phase the provision of public and quasi-public facilities and services with population growth.

Program 1: Through the five-year Capital Improvement Program (CIP), allocate funds for construction of water and wastewater facilities, libraries, parks, and other city government facilities.

Program 2: If feasible, the Zayante Reservoir should be developed to come on line by 1990. If the Zayante Reservoir proves infeasible, another major new water source or a combination of new water sources should be on line by 1990.

Program 3: Continue to participate in the 201 Wastewater Facilities planning process.

Program 4: Plan city government offices and facilities considering projected General Plan populations and land uses.

Program 5: Maintain and update plans for city lands outside the city boundary, including watershed lands, Skypark, and the sanitary landfill.

Program 6: Prepare a community services element to the General Plan to establish a policy direction for the provision of community services.

Program 7: Prepare a recreation element to plan comprehensively for city recreation services.

Program 8: Through active communication with the Santa Cruz School District, plan cooperatively for the expansion of existing school facilities and the siting of new facilities.

Program 9: Foster a mutually cooperative effort with private utility companies by providing such companies with City land use plans and reports, in exchange for long-range utility plans.

Program 10: Provide the Tri-County Regional Health Care Planning Organization with General Plan information to assist in planning regional health care facilities.

Program 11: Participate in the Association of Monterey Bay Area Governments (AMBAG) planning programs to ensure coordination of regional and local planning policy.

Program 12: Continue to cooperate with the Coastal Commission to plan and preserve our coast for the benefit of local as well as state residents through the implementation of the Santa Cruz Local Coastal Plan.

POLICY E: Natural and developed resources should be considered in the siting and construction of public facilities to ensure that development relates both visually and functionally to the surrounding environment.

Program 1: If the sewage treatment plant remains in Neary's Lagoon, any expansion plan should provide for the preservation of the Lagoon as a unique natural habitat.

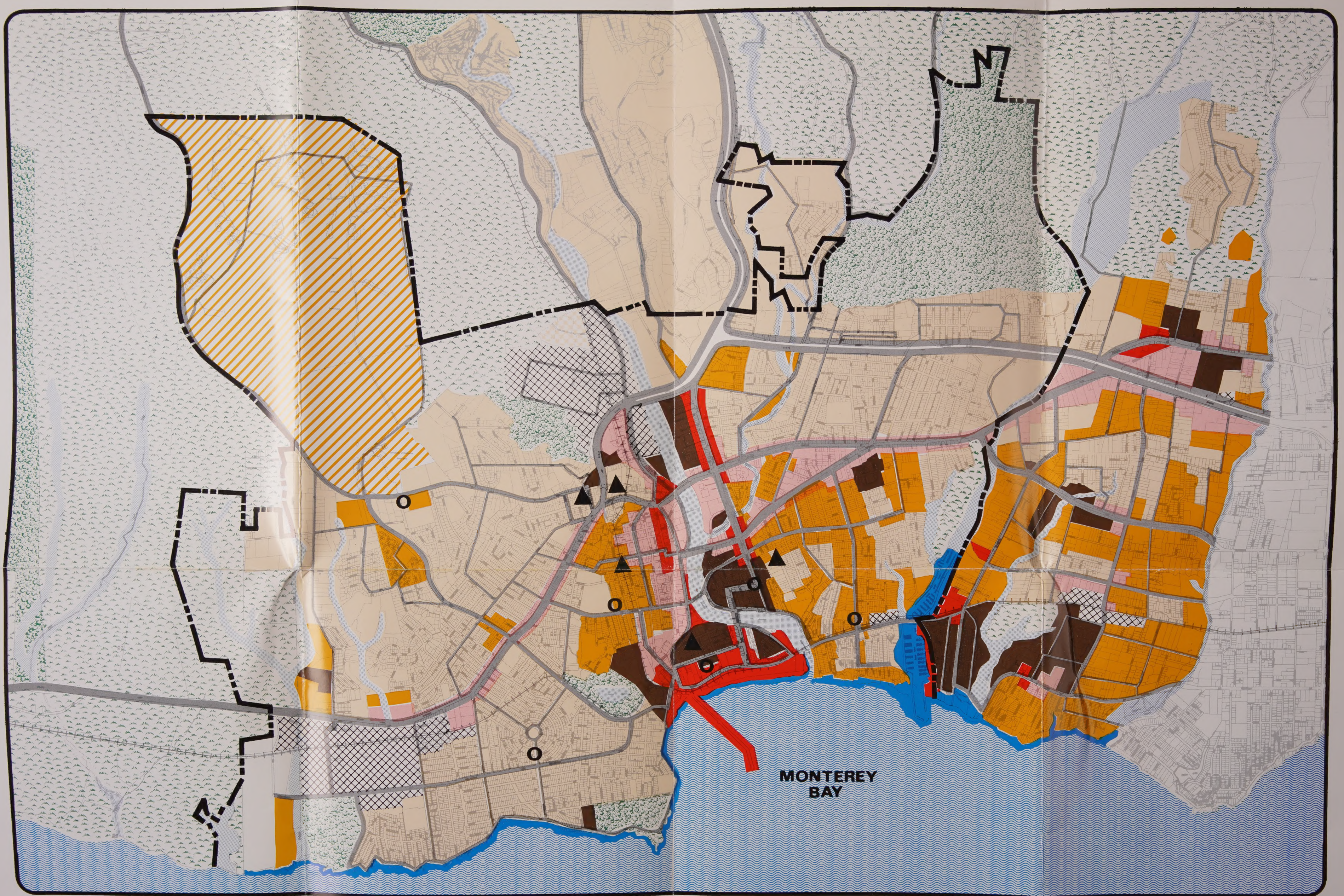
Program 2: A reclamation plan for the sanitary landfill should be developed to guide city actions.

Program 3: A recycling program should be supported by the City to recover limited resources and minimize use of the city's sanitary landfill.

Program 4: Develop a cooperative plan with the county and the state for Lighthouse Field that retains unique scenic coastal and natural resources, and provides coastal recreation opportunities.

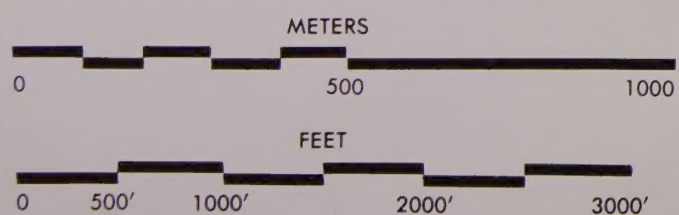
Program 5: Urge the state, in planning Wilder Ranch and Beaches State Park, to pay special attention to its unique natural and historic resources. Existing agricultural uses should be maintained, and non-auto access alternatives developed.

Program 6: Integrate the planning of Lighthouse Field and Wilder Ranch and Beaches State Park with improvements to roads and paths along the Santa Cruz coast, for the purpose of linking recreational and educational facilities such as the Santa Cruz Beach and Boardwalk, Natural Bridges State Park, and the University of California Marine Lab, and for the purpose of developing and maintaining a designated ocean front recreational and educational area.



GENERAL PLAN

Land Use Map
City of Santa Cruz, 1990



Incorporates Local Coastal Program Land Use Map

- RESIDENTIAL SUBURBAN
(5-4 units/developable acre)
- SINGLE FAMILY RESIDENTIAL
(4-9 units/developable acre)
- MULTI-FAMILY RESIDENTIAL
(10-15 units/developable acre)
- MULTI-FAMILY RESIDENTIAL
(20-25 units/developable acre)
- COMMUNITY COMMERCIAL

- REGIONAL/TOURIST
COMMERCIAL
- NEIGHBORHOOD COMMERCIAL
- HISTORIC AREAS
- INDUSTRIAL
- UCSC

- PARKS
- OPEN SPACE USES
- COASTAL RECREATION
- NATURAL AREAS
- SPECIAL AREAS

- FREEWAYS
- MAJOR ARTERIAL
- SECONDARY ARTERIAL
- COLLECTOR
- RAILROADS

